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I.—SUMMARY OF THE MONTH.

January, 1935.

An important event marks the League's activities in the month of January, the Saar Plebiscite. This popular vote which was provided for in the Versailles Treaty and had been carefully organised by the Council, took place on January 13th. The population by a large majority decided in favour of union with Germany.

Accordingly the Council, at its 84th ordinary session, unanimously decided that the whole territory should be transferred to Germany. It fixed the date of March 1st for the handing over of the Saar Administration, and instructed its Special Committee to take the necessary steps with a view to the change.

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The Advisory Committee set up by the Assembly to follow the dispute between Bolivia and Paraguay decided that Paraguay had not accepted the solution proposed by the Assembly. Bolivia having announced her acceptance, the Committee informed Members of the League that, in its view, the embargo on the supply of arms should not be maintained as against Bolivia; at the same time it recommended measures for making the prohibition stricter in the case of Paraguay.

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The Council again dealt with the question of war damages suffered by Swiss citizens in France, Germany, Italy and the United Kingdom, and with the Finnish Government's claim in regard to ships used during the war by the British Government.

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It took the view that the Permanent Court of International Justice should not be asked for an advisory opinion on the question whether this affair came within the scope of Article 11,

paragraph 2 of the Covenant. It instructed a committee to see whether this Article should be further applied to the two cases in question.

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The Council noted communications from the Italian and Abyssinian representatives to the effect that they were ready to continue direct negotiations for a settlement of the dispute that had arisen between their two Governments.

The Council also heard the statements of the Iraqi and Persian representatives concerning the frontier dispute that had arisen between these two countries; it instructed its Rapporteur to continue discussion with the Parties until its next session.

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The Council reviewed the work of the Mandates Commission, the Financial Committee, the Health Organisation and the Opium Advisory Committee.

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Turning to the situation in Danzig, the Council emphasised the necessity that the Free City should observe its constitution, which is guaranteed by the League.

It also dealt with certain petitions concerning the protection of minorities in Albania, Poland and Upper Silesia.

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The League has to mourn the loss of three distinguished men who, in different fields, have rendered it service: M. Adatci, Member of the Permanent Court of International Justice, M. Chagas, former Member of the Health Committee, and M. Werner, President of the Governing Body of the Nansen International Office for Refugees. To each of these the Council paid a solemn tribute.

II.—ADMINISTRATIVE QUESTIONS.

I. THE SAAR TERRITORY.

The Plebiscite in the Saar Territory, provided for by the Treaty of Versailles, took place, as decided by the Council, on January 13th.

There was no disturbance, and on the morning of January 15th the Plebiscite Commission informed the Council of the result.

The figures for the eight voting divisions and for the whole Territory were as follows :

(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)
District.	Number on Voting Register.	Number of Votes Cast.	For the present régime.	For France.	For Ger- many.	In- valid papers.	Blank papers.
Saarbrücken-Stadt	88,596	84,850	10,413	286	73,761	147	234
Saarbrücken-Land	138,158	135,116	12,303	657	121,632	208	292
Saarlouis	95,598	93,955	7,541	768	85,230	147	267
Ottweiler	100,770	99,199	8,792	152	89,875	199	177
Merzig	25,047	24,744	1,180	66	23,362	49	85
St. Wendel	22,176	21,882	1,130	27	20,629	30	65
St. Ingbert	37,748	37,271	3,058	126	33,867	79	133
Homburg	31,448	31,087	2,196	42	28,763	46	39
Total	539,541	528,104	46,613	2,124	477,119	905	1,292

On January 17th, the Council Committee, presided over by Baron Aloisi, which had been instructed by the Council to draft the resolution to be taken after the Plebiscite, submitted a Report, in which it was stated that in all the voting divisions the population of the Saar Territory had decided by a majority in favour of one of the solutions contemplated in the Treaty of Versailles, namely, union with Germany. It was now for the Council to decide under whose sovereignty the Territory was to be placed, taking into account the wishes of the inhabitants as expressed by the voting.

In these circumstances, the Committee submitted to the Council the following draft resolution :

"Having regard to Articles 49 and 50 of the Treaty of Versailles and Chapter III. of the Annex to those Articles,

"And to the Council's decision of June 4th, 1934,

"And to the regulations for the plebiscite in the Territory of the Saar Basin, dated July 7th, 1934,

"And to the report dated January 15th, 1935, whereby the Plebiscite Commission has informed the Council of the result of the plebiscite which was held on January 13th, 1935,

"And to the undertakings entered into by Germany and France,

"The Council,

"1. Decides in favour of union with Germany of the whole of the Territory of the Saar Basin, as defined in Article 48 of the Treaty of Versailles,

under the conditions resulting from that Treaty and from the special undertakings entered into in connection with the plebiscite.

"2. Fixes March 1st, 1935, as the date for the re-establishment of Germany in the government of the Territory of the Saar Basin.

"3. Instructs its Committee to decide, in consultation with the French Government, the German Government and the Governing Commission of the Saar Territory, upon the arrangements necessary for the change of régime in the Territory and upon the manner in which the

undertakings mentioned above shall be carried out. Should these arrangements not have been decided upon by February 15th, 1935, the Committee will submit its proposals to the Council, which will take the necessary decisions, in conformity with paragraph 35 (c), and 39 of the Annex to Article 50, and with the special undertakings entered into by the two Governments on the occasion of the plebiscite."

In submitting the report and the draft resolution, Baron Aloisi said that the Territory of the Saar Basin had been most admirably administered on behalf of the League of Nations during the past fifteen years. In recent months, feeling had been running high in view of the approaching plebiscite, and the maintenance of good administration and order had constituted an increasingly heavy responsibility. The Council owed a very deep debt of gratitude to Mr. Knox, the President of the Governing Commission, and could say in all good faith that Mr. Knox had earned the thanks of all who had at heart the prestige of the League and the maintenance of peace.

Each member of the Council afterwards spoke.

M. Laval, the French representative, declared that the people of the Saar had freely chosen their future, and that the Council of the League must decide for the reunion of the Saar with Germany. But the Council's part was not yet over, and the Committee of Three, in agreement with the two Governments concerned and

the Governing Commission, would be asked to propose to the Council the conditions for the transfer of sovereignty. The return of the Saar to Germany must be carried out with the strictest discipline, and without reprisals against those who had made use of the freedom of opinion and the freedom of vote conferred on them by the Treaty. From a feeling of humanity, France had been averse from refusing access to her territory to refugees from the Saar. But she considered that the problem of these refugees, if it arose, and in so far as it arose, was an international matter. The French Government intended to lay before the Council an aide-mémoire on the question.

The Council then unanimously adopted the Resolution, and authorised the Governing Commission to grant such pardons as it should think desirable, and to abrogate all such measures as were enacted solely in connection with the plebiscite.

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On January 19th the Council took note of the French aide-mémoire concerning the refugees from the Saar. In this document the French Government stated that the League had a responsibility towards these refugees, not only of a humanitarian nature, but a direct responsibility. The burdens arising out of the maintenance of the refugees would have to be met from the League budget. The League would also have to deal with their settlement. The French Government had not closed its frontiers to Germans from the Saar in the first few days after the plebiscite. But it could not continue to assume responsibilities nor leave the door open to immigration into its territory, if it could not count on the effective co-operation of the League of Nations.

The Council decided to instruct its Rapporteur for refugee questions, the Mexican representative, acting in collaboration with the Council Committee, to lay proposals before it at its next session.

In accordance with the Council's resolution of January 17th, the Committee on the Saar met at Geneva on January 22nd to decide on its programme of work. Its next session will begin at Rome on February 5th.

2. MANDATES.

(a) *Work of the Permanent Mandates Commission.*

The Permanent Mandates Commission held its 26th Session from October 29th to November 12th.*

* See Monthly Summary, Vol. XIV., No. 8, page 189.

During the Session, the Commission examined the reports on the following territories: Cameroons and Togoland under British Mandate; Cameroons and Togoland under French Mandate; Ruanda-Urundi under Belgian Mandate; South-West Africa under Mandate of the Union of South Africa; Islands under Japanese Mandate; Western Samoa under New Zealand Mandate.

A. *Annual Reports.*

Cameroons and Togoland under British Mandate.

The Commission regretted the prevalence of illicit distilling in the territories and hoped that the steps taken would be successful in checking this evil.

(a) *Cameroons.*—The Commission appreciated the necessity for drastic economies in view of the economic situation, but regretted that the European staff of the administrative services had been reduced in the southern province. It hoped that the Mandatory Power would insist on the provision of adequate medical care for labourers in the private estates in the southern province.

(b) *Togoland.*—The Commission learnt with great interest of the scheme of reorganisation of the small independent native divisions in the southern area, and the voluntary grouping of forty-eight small units into three or four States. It noted the steps taken, with the co-operation or on the initiative of the natives, to check the spread of sleeping-sickness.

Cameroons and Togoland under French Mandate.

In an observation applying to both territories, the Commission announces its intention to consider later, with the help of information from the accredited representative, the problems which may be raised as regards economic equality by the provisions of the decree of December 13th, 1932. This decree renders applicable to the colonies, protectorates, and mandated territories the provisions of the single article of the Law of May 16th, 1930, which reserves for French aircraft, subject to special and temporary exceptions, the commercial transport of passengers and goods between two points in French territory, and between France and French Colonies and Protectorates, and Mandated Territories.

(a) *Cameroons.*—The Commission took note of the provisions contained in Article 7 of the law of January 20th, 1934, authorising the Governments of certain colonies and the Commissariat of the Republic in the Cameroons to

contract loans guaranteed by the French State and to be devoted in part to public works.

This law provides that, save for exceptions in cases of justifiable necessity, working equipment and material purchased outside the territory must be of French origin and transported under the French flag.

The Commission examined this text in the light of Article 6 of the Mandate for the Cameroons, and expressed the hope that the Mandatory Power would make use of the derogation clause in the law in question whenever it would be to the advantage of the territory to do so.

(b) *Togoland*.—The Commission noted that the Mandatory Power was finding it impossible to balance the budget while retaining the present administrative machinery. The French Government has announced that it proposes to instruct, provisionally, the high officials of the neighbouring French colony of Dahomey, and possibly even its governor, to exercise the functions of Commissioner of the Republic and of chiefs of the principal services of Togoland. The official combining the posts of Governor of Dahomey and Commissioner of Togoland would be under the direct authority, as regards this latter function, of the Colonial Ministry in Paris. But the individuality and budgetary autonomy of Togoland would be scrupulously maintained.

The Commission was grateful to the French Government for having communicated its intentions, and for the care which the Government proposes to take to ensure that this administrative reform, which is as yet only projected, will be in conformity with the principles of the mandate, and in particular that its application will not involve any infringement of the individuality of the territory or of its financial autonomy.

Islands under Japanese Mandate.

The Commission observed that the sums spent on the equipment of the ports in certain islands under mandate were somewhat disproportionate to the volume of commercial activity. It asked the Mandatory Power for further particulars in the next report.

The Mandatory Power has already stated that the sums spent on the equipment of these ports were for purely civil and commercial purposes.

Western Samoa.

The Commission discussed the political situation in the territory at some length with the accredited representative of the Mandatory. It learned with regret that further domestic

difficulties had arisen in Samoa in the year under review, necessitating the arrest of numerous native chiefs and the imposition of severe sentences on some of them. It asked the Mandatory for information as to how far the Administration had been able to secure the co-operation of the native Fono in its capacity of advisory body.

South-West Africa.

The Commission gave special attention to the motion voted by the Legislative Assembly of the Territory with a view to the constitution of the territory into a "fifth province of the Union, subject to the provisions of the Mandate."

On being questioned as to the attitude of the Union Government towards this proposal, the accredited representative replied that, on the occasion of the examination of the next report, he would supply the information requested, which relates to an event that occurred after the close of the 1933 administrative period.

The Commission therefore reserved its opinion as to the compatibility of the course proposed by the Legislative Assembly with the Mandates System, until it should have been informed in due course of the point of view adopted by the Mandatory Government, and had been acquainted with all the factors of the problem.

The Commission was greatly concerned at the serious financial situation, and hoped that it might be possible for the mandatory Power to assist the territory by grants-in-aid, without increasing the public debt. The Commission noted the statement that the ultimate responsibility for expenditure in the territory rested with the mandatory Power, which in the last resort must meet any deficit in the budget of the territory.

The hope was expressed that the mandatory Power would endeavour to develop the medical service among the natives, which, in certain parts of the territory, is at present left entirely to the missions.

The Commission was informed of the anxiety felt among missionaries and philanthropists as to the condition of native women in Africa. It observed that the administration of territories under B mandates whose reports had been considered during the session were giving special attention to this important problem.

B. Petitions.

Thirty-six petitions were examined by the Commission. Save for two, relating to Togoland under British Mandate and to South-West Africa, all these concerned either Palestine or Syria and Lebanon.

The Commission did not think it necessary to make any special recommendations to the Council on these petitions.

II. THE COUNCIL.

The Council, on January 19th, considered the work of the 26th session of the Mandates Commission.

On the proposal of the Rapporteur, M. Osusky, representative of Czechoslovakia, the annual reports of the mandatory Powers and the report and minutes of the Commission were adopted. The Secretary-General was instructed to communicate to the mandatory Powers concerned, for the necessary action, the observations made by the Commission.

It was also decided that the conclusions of the Commission with regard to the petitions should be sent to the mandatory Powers concerned, and to the petitioners.

The Rapporteur also paid tribute to the late M. van Rees, Vice-Chairman of the Mandates Commission.

The Italian representative, M. Bova Scoppa, observed that the Commission had reserved its opinion as to a motion of the South-West African legislative assembly for the constitution of that territory into a "fifth province of the Union, subject to the provisions of the Mandate." The apprehensions of the Mandates Commission seemed to be fully justified, and the Italian Government shared the feeling of doubt expressed by the majority of the members of the Commission as to the compatibility of a union of this nature with the spirit of the Covenant.

With regard to the provisions in Article 7 of the French Law of January 20th, 1934, concerning certain loans guaranteed by the French State to be devoted in part to public works, the Italian representative wished to recall and renew the declarations which had already been made by his Government to the Council in January, 1933.* He considered that the rules concerning purchases of material called for a restrictive application which the Mandates Commission would no doubt follow with careful attention.

The Spanish representative, M. de Madariaga, said that his Government saw with some dismay the tendency to assimilate mandated territories to colonies. This development should be closely watched by the Council and by the Commission. In the Spanish Government's view, the powers held by the Mandates Commission were inadequate. He regretted that representatives of the Commission could not,

for want of the necessary funds, visit the mandated territories, to look into the situation on the spot.

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The Council also had on its agenda the report of the Mandates Commission's twenty-fifth session. But the Council decided to postpone discussion until May, as some of the points dealt with in the report had still to be cleared up.

The Spanish representative, M. de Madariaga, declared that it would be really regrettable if reports on one of the most important activities of the League were to be held over in that way. He expressed the hope that a further adjournment would not be necessary at the next session.

M. de Vasconcellos, Portuguese representative, agreed with M. de Madariaga.

(b) *Appointment of a Successor to M. van Rees.*

The Council on January 19th decided to appoint Baron van Asbeck (Netherlands), former professor of law in the Batavia school of higher studies, member of the Permanent Mandates Commission in the place of the late M. van Rees.

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3. SITUATION IN THE FREE CITY OF DANTZIG.

On December 10th, 1934, the High Commissioner of the League of Nations at Danzig addressed a letter to the Secretary-General, requesting him to submit for consideration by the Council a petition lodged with him on August 30th, 1934, by Dr. Emil Moske, parish priest of the Church of St. Brigitte, and Dr. Walther Winke, parish priest of the Church of Langfuhr, on behalf of all the Catholic parish priests of the Diocese of Danzig, all of whom are Danzig citizens.

The High Commissioner based his request on the letter approved by the Council on June 10th, 1925, according to which, should the High Commissioner learn, through petitions or otherwise, that there is a danger of infraction of the stipulations of the Constitution, he is empowered either to report thereon for the information of the Council or, in very serious cases, to request that the Council should consider the matter at one of its sessions.

The petition from the Catholic clergy was communicated by the High Commissioner, for observations, to the Senate, whose reply was also forwarded by him to the Secretary-General.

In a letter to the Secretary-General dated January 7th, 1935, the High Commissioner informed the Council that he had since received

* See Monthly Summary, Vol. XIII., No. 1, p. 15.

a petition from the Centre Party of the Free City of Danzig. Some of the points raised in this second petition were identical with some of those raised in the petition from the Catholic clergy, and the Government of the Free City, to which the petition from the Centre Party had been communicated, had informed him that it proposed to open negotiations with the latter petitioners before submitting its observations.

The Rapporteur, Mr. Eden (United Kingdom), in his report to the Council, moved that consideration of the petition from the Catholic clergy should be adjourned until the next session; for it would clearly be the best solution if an agreement could be reached locally—an agreement which would naturally be in conformity with the fundamental principles of the Constitution of the Free City.

He wished, however, to call attention to certain difficulties which the High Commissioner had encountered in 1934 in connection with the state of domestic politics, and to certain tendencies observable in legislation and administration which did not always seem to him to be in harmony with the letter or the spirit of the Constitution.

In the Rapporteur's view, some of the expressions used in the New Year messages addressed to the people of Danzig by the President and other members of the Senate seemed to indicate the possibility of developments which it would be difficult to reconcile with the special international status of the Free City and with the Constitution upon which its life is based. According to the principles already laid down by the Council, the League's guarantee of the Constitution implied for the Council the right and duty of satisfying itself in general that the constitutional life of Danzig was in keeping with that Constitution. The Council had every right to expect that the assurances of the loyalty of the Senate to the Constitution, given by the President of the Senate, would be fully and faithfully observed.

At the Council's meeting on January 18th, M. Greiser, President of the Senate of the Free City, welcomed the proposed adjournment which would give the Government an opportunity of seeking in the interval a settlement which perhaps might make further action by the Council unnecessary.

He noted the Rapporteur's remarks, and observed that the Free City's Constitution was based on the principle of democracy. The majority of the people of Danzig desired to be led and governed in accordance with the

principles of National-Socialism. It was therefore the duty of the Government of the Free City to carry out its National-Socialist ideals, within the limits laid down by the Constitution. He was happy to be able to state, in the presence of the Council of the League that, in expressing himself thus, he was in complete agreement with the League's High Commissioner at Danzig.

M. Greiser desired to state that the National-Socialist Government of the Free City had at all times most scrupulously observed the letter and the spirit of the Constitution, although it had often been difficult to achieve, within the limits of that Constitution, the aims desired by the very large majority of the inhabitants. The National-Socialist Government of the Free City could claim credit for having translated this desire for understanding, expressed at the time of its assumption of power, into a concrete fact by reaching an understanding with Poland.

His Government desired to settle, by means of conversations and direct negotiations, any disputes that might arise between Danzig and Poland, without having recourse to the offices of the League Council. He was certain that the Government of the Polish Republic was actuated by the same desire.

Notwithstanding the difficulties raised by the manoeuvres of persons and associations who were unwilling to bow to the principle of the will of the majority, the Government of the Free City would continue, as heretofore, to respect the Constitution of Danzig guaranteed by the League.

M. Komarnicki, representative of Poland, accepted the Rapporteur's conclusions. He held that the method of direct negotiation had already proved efficacious in the relations between Poland and the Free City. The Polish Government had found in the present Senate a sincere desire for co-operation and a spirit of good understanding.

M. Massigli (France) and M. de Madariaga (Spain) concurred in what had been said by the Rapporteur, and emphasised the importance of the assurance given by M. Greiser to the Council, of the Senate's attachment to the Free City's Constitution.

Mr. Eden thanked his colleagues for their statements and the President of the Senate for his declaration in regard to the intention of the Senate to respect the Constitution of the Free City.

The Council adopted the Rapporteur's conclusions.

4. CONCLUSION OF THE WORK OF THE MIXED COMMISSION FOR THE EXCHANGE OF GREEK AND TURKISH POPULATIONS.*

The Council took note on January 14th of the conclusion of the work of the Mixed Commission for the Exchange of Greek and Turkish populations.

This Commission was set up under the Convention signed at Lausanne on January 30th, 1933, between Greece and Turkey, relating to the compulsory exchange of Turkish nationals of the Greek Orthodox religion established in Turkish territory, and of Greek nationals of the Moslem religion established in Greek territory. The Commission was to supervise and to facilitate this emigration and to carry out the liquidation of the property of the emigrants. The Commission consisted of four members for Greece, four members for Turkey and three members chosen by the Council of the League from among nationals of Powers which had not taken part in the war of 1914-18. The presidency of the Commission was exercised in turn by each of these three members.

The Commission (and its neutral members) were not carrying out a mandate of the League. However, on two occasions, it applied to the Council, which lent its good offices, in asking the Permanent Court of International Justice for advisory opinions on the interpretation of certain texts.

The Council also had referred to it by the Albanian and Greek Governments various questions relating to the exchange. The Council appointed the neutral members of the Commission as its mandatories to ensure the protection of the Moslem minority of Albanian origin in Greece from 1924-26, and requested them in March, 1925, to undertake an enquiry into the position of the Greek minority in Constantinople and of the Turkish minority in Western Thrace.

The Mixed Commission, which closed its proceedings on October 19th, 1934, has now made its final report to the League. This document gives a very clear account of the work done by the Commission, and of the efforts of the two Governments to settle the most difficult questions in a friendly spirit.

The application of the Lausanne Convention gave rise to many difficulties, and the two Governments, as the result of direct negotiations in which the neutral members of the Commission took part, made several amend-

ments to the Convention. As the Commission says in its report :

"Although it has undergone essential modifications to the extent that the general clearing provided for in the Ankara Convention of June 10th, 1930, has no single point in common with the general liquidation agreed upon at Lausanne on June 30th, 1923, the exchange of Greek and Turkish populations, and the closing of the inter-governmental accounts and the accounts between each of these two Governments and their respective nationals, have none the less been carried out. Thus ends one page in the history of Greco-Turkish relations, and the way has been opened for cordial co-operation between Greece and Turkey, who since September, 1930, have signed a treaty of friendship and good neighbourliness, a convention on establishment, a convention on naval parity, a treaty of commerce, and various supplementary instruments, the conclusion of which had been made during the negotiations of 1929 and 1930 concerning the liquidation of exchange affairs, expressly contingent on the signature and ratification of the Ankara Convention of June 10th, 1930."

The Rapporteur, M. Pierre Laval, French representative, in submitting the report to the Council, said that he felt sure he was interpreting the unanimous feeling of the Council in expressing to the Greek and Turkish Governments and to the Mixed Commission, and more particularly to the neutral members, warm congratulations on the successful accomplishment of the task entrusted to the Commission. During his statement, M. Laval referred to the late General de Lara, who had been chairman, and was glad that two of the present members of the Council, M. Rustu Aras and M. Rivas Vicuna had been among the members.

The Greek representative, M. Raphaël, referred to the importance of the task concluded by the Commission. It had had to determine the fate of a population of two million souls. Thanks to its work, the way had been opened for cordial co-operation between Turkey and Greece.

The Turkish representative, M. Rüstü Aras, said that, by a happy coincidence, he had inaugurated the work of the Mixed Commission at Athens in October, 1923, and was now president of the Council's meeting at which the conclusion of that work was to be placed on record. He paid a tribute to the work of the Commission, which had had to work intensively to safeguard the rights and interests of hundreds of thousands of individuals, and which had contributed to the establishment on firm foundations of friendship and close co-operation between Greece and Turkey. "That friendship is a starting point of a new era of peace and concord in the part of the world in which the two countries are situated."

* See Monthly Summary, Vol. XIV., No. 3, page 75.

The Chilean representative, M. Rivas Vicuna, who had himself been a neutral member of the Commission, thanked the Council for the kind words spoken in regard to the former neutral members. He joined in the congratulations to the two Governments whose goodwill and pacific collaboration had greatly helped forward the work accomplished.

The Danish representative, M. de Scavenius,

joined in the congratulations addressed to the Greek and Turkish Governments and to the Mixed Commission. He was very glad that Danes, Norwegians and Swedes had had an opportunity of contributing to the work accomplished.

The Spanish representative, M. de Madariaga, thanked the Rapporteur for the tribute paid to the memory of General de Lara.

III.—POLITICAL QUESTIONS.

I. DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

The Advisory Committee set up by the Assembly to follow the dispute between Bolivia and Paraguay met at Geneva on January 14th, M. Castillo Najera (Mexico) presiding.

The Committee took note of the reply of the Paraguayan Government to the Committee's telegram of December 20th,* and of the Bolivian Government's communication explaining the situation as it appeared to that Government.

After a discussion, the Committee, on the proposal of the Chilean Delegate, set up a sub-committee of the representatives of Argentine, Chile, Peru, Mexico, Spain, and Czechoslovakia, to report to the full Committee on the situation created by the latest communications received.

This sub-committee considered the text of the Paraguayan reply, and made its report to the Advisory Committee on January 16th.

It appears from the report that the Government of Paraguay has not accepted the Assembly's recommendations, but that by its communication of December 10th, 1934, the Bolivian Government has intimated its acceptance.

The Report goes on to state that under Article 12 of the Covenant, the Members of the League agree in no case to resort to war until three months after the report by the Council. The same applies to a report by the Assembly as provided in the last paragraph of Article 15.

As the Assembly adopted its report on November 24th, 1934, the period of three months specified in the first paragraph of Article 12 will expire on February 24th next.

Furthermore, according to paragraphs 6 and 10 of Article 15 of the Covenant, since the Assembly's report was unanimously agreed to, the Members of the League may not go to war with the party to the dispute which complies with the recommendations of the report. In consequence of Bolivia's acceptance of the Assembly's recommendations, Paraguay must

refrain from resorting to war with Bolivia, in so far as the latter complies with the conclusions contained in the report of the Assembly.

Having regard to the situation set out above, the Advisory Committee informed those Members of the League who had taken steps to prohibit the supply of arms to Bolivia and Paraguay that, in its opinion, this prohibition *should not continue to be enforced against Bolivia*. In so far as it continued to be enforced, the Members of the League :

1. Should supplement the measures already adopted by any other measure which may be required to render the existing measures more effective, and in particular by the prohibition of the re-export or through transit of war material;

2. Should not, as a general rule, authorise export of war material except to Governments or properly accredited agents of Governments.

The Committee requested Governments to notify the Secretary-General of all measures taken in pursuance of the above recommendations.

* * *

At the end of its report the Committee stated that it would continue to follow developments in the dispute. In accordance with its terms of reference, it would make such communications or proposals as it might think fit to the Members of the League of Nations or to the Assembly or the Council. It instructed the Secretary-General to communicate its report to the Members of the League and to the Governments of the United States of America and the United States of Brazil.

2. REPARATION FOR WAR DAMAGE SUFFERED BY SWISS CITIZENS.†

The Council again considered the dispute between the Swiss Confederation on the one hand and Germany, the United Kingdom,

* See Monthly Summary, Vol. XIV., No. 12, page 284.

† See Monthly Summary, Vol. XIV., No. 9, page 208.

France and Italy on the other hand, in regard to reparation for damage suffered by Swiss nationals on the territories of the above Powers during the world war.* This question had been before the Council at its September session.

On January 17th M. Cantilo (Argentine), Rapporteur, said that he did not pronounce on the question of conciliatory action by the Council within the scope of Article 11, paragraph 2 of the Covenant. But he thought that the Permanent Court of International Justice should not be asked for an advisory opinion in regard to the Swiss Confederation's claims in particular for the reason that they were a matter for legislation rather than for jurisdiction. The Court, like any court, could only intervene when the validity or scope of some legal provision was involved. Moreover, points of law involved could only be elucidated in regard to each individual dispute.

The Swiss representative, M. Motta, without limiting himself to the question of the advisory opinion, emphasised the point that the Council was competent. In his view it was not possible for a State, when faced with an important claim raised by another State, simply to reply in the negative, and for the matter thus to be decided. In any case the Council could not refuse to intervene.

After speeches by the representatives of France, United Kingdom and Italy among others, who pronounced in favour of the conclusions reached in the report as regards requesting an advisory opinion, and by the Spanish representative maintaining that the Council was in principle competent, the Council approved the report. It thereupon appointed a Committee consisting of the Argentine, Spanish and Czechoslovakian representatives to make a report before its May session on the question whether in the particular case the Council ought to intervene.

3. CLAIM BY THE FINNISH GOVERNMENT.

In September, 1934,* the Council postponed to its next session the decision as to its competence to deal with the claim brought by the Finnish Government against the United Kingdom Government in regard to the Finnish ships used by the latter during the war.

At the session in January, 1935; M. de Madariaga (Spain), Rapporteur, after referring to the arguments of the two Parties, proposed that the Council should ask the Permanent Court of International Justice for an advisory

opinion as to whether, having regard to the special circumstances of the case, the question raised by Finland fell within the purview of Article 11, paragraph 2 of the Covenant.

The Finnish representative accepted this suggestion, but it was opposed by the representative of the United Kingdom and by certain other Members of the Council.

The Council adopted the Rapporteur's view that when a member of the League had brought a matter before the Council in virtue of Article 11, the Council's competence could not be limited by reason of the nature of the affair submitted to it. The Council observed that the Finnish Government had put forward its claim in the legitimate exercise of its rights, and decided to instruct a Committee, consisting of the Spanish, Argentine, and Czechoslovakian representatives to present a report at the May session, not on the legal issue but on the question of expediency that had arisen in the discussion, namely, whether, having regard to all the circumstances referred to, the Council should apply Article 11, paragraph 2 of the Covenant to the Finnish Government's claim.

4. IRAQ AND PERSIA.

The Council had before it a request submitted by the Iraq Government, in conformity with Article 11, paragraph 2, of the Covenant, regarding a frontier dispute between that country and Persia.†

The representative of Iraq, Noury Pasha Said, said that his Government entertained the most friendly feelings for Persia, and had brought this matter before the Council to obtain a statement on the legal position. After that had been defined, it should be possible for the two Governments to settle by negotiation such questions as the control of navigation on the Shat-el-Arab. Pending a decision on the point of law, through the intermediary of the Council, the present frontier should be respected.

The Persian representative, M. Kazemi, whose Government had already forwarded a memorandum to the Council, gave a history of the negotiations from 1847 to 1913 between Persia and the Ottoman Empire, of which Iraq was a succession State. Persia was not asked for the revision of a treaty, nor the cancellation of agreements accepted by her; but she considered that a declaration of common will, necessary to constitute a contract, had never been made in the past by Persia and the Ottoman Empire. -

* See Monthly Summary, Vol. XIV., No. 9, page 208.

† See Monthly Summary, Vol. XIV., No. 12, page 286.

As regards the river sector of the frontier between Iraq and Persia, M. Kazemi said that the frontier should, according to the general rules of international law, be constituted by the thalweg of the Shat-el-Arab. He could not agree that, until it had been legally determined, it should remain as Iraq claimed it should do.

After a discussion in which the representatives of the United Kingdom, Turkey, and U.S.S.R. spoke, the Italian representative was selected as Rapporteur.

The Rapporteur was unable to submit a report on the whole problem before the session ended, and the Council authorised him to continue to examine details and to negotiate with the parties until the Council's next session. It was agreed that if there should be an extraordinary session before May, and if the negotiations were sufficiently advanced, the question should be placed on the agenda of such extraordinary session.

The representatives of the two parties agreed, and declared that they would endeavour to prevent any incidents likely to render the settlement of the dispute more difficult.

5. DISPUTE BETWEEN ABYSSINIA AND ITALY

On January 3rd, the Abyssinian Government, in a telegram to the Secretary-General of the League, asked that in view of the Italian advance to Gerlogubi,* measures might be taken in accordance with Article 11 of the Covenant for the effective preservation of peace.

On January 15th, the Abyssinian Government forwarded a memorandum on its dispute with Italy. This document contained a statement of facts and several annexes. In it the Abyssinian Government asked the Council to request the Italian Government to abstain from any further aggression. The dispute, which arose out of a difference of interpretation of the Italo-Abyssinian Treaty of 1908, was eminently suitable for settlement by arbitration, as provided both by the Italo-Abyssinian Treaty of 1928 and by the Covenant of the League. But such a settlement, although proposed by Abyssinia, had been rejected by Italy.

On January 17th, the Council, at the request of the Abyssinian Government, decided to place the matter on the agenda of its session.

On January 19th, the Secretary-General laid before the Council two letters, one from the Italian and the other from the Abyssinian delegation. The first stated that the question

forming the subject of the Abyssinian memorandum had led to direct negotiations, which had not been broken off. It was in accordance with the spirit of the Covenant and the tradition of the League to encourage such negotiations on disputes that might arise between two States Members. The Italian Government was ready to seek for a settlement of the matter, which it did not consider likely to affect peaceful relations between the two countries; but it did not think that the Abyssinian request would facilitate the continuation of direct negotiations with a view to an understanding. The incident could best be terminated in conformity with the Italo-Abyssinian Treaty of 1928, provided that, meanwhile, all suitable steps were taken to avoid further incidents. The Italian delegation therefore asked the Council to postpone consideration of the Abyssinian request.

The Abyssinian Government, on the other hand, observed that the Italian Government was, like itself, disposed to be conciliatory, and wished to seek a settlement in conformity with the spirit of the 1928 Treaty. It noted that the Italian Government was also ready to take all necessary steps to avoid further incidents, and agreed that its request should be postponed to the Council's next session. The Abyssinian Government for its part agreed to take the necessary steps to avoid further incidents.

On the proposal of the President, the Council then voted a resolution noting the letters addressed to the Secretary-General by the representatives of Italy and Abyssinia, wherein they declared themselves ready to try to find a settlement in conformity with the spirit of the 1928 Treaty, and agreed to take all necessary steps to avoid further incidents. The Council therefore adjourned discussion on the Abyssinian request to its next session.

6. REQUEST BY THE YUGOSLAV GOVERNMENT.

By a resolution of December 10th, 1934, the Council requested the Hungarian Government to inform it of the measures that it took in the case of those Hungarian authorities whose culpability might have been established in regard to acts having a connection with the perpetration of the crime of Marseilles.†

In accordance with this resolution, the Hungarian Government forwarded to the Secretary-General on January 12th a communication giving an account of the Hungarian Government's investigation, and mentioning the penalties imposed, as a consequence, on

* See Monthly Summary, Vol. XIV., No. 12, page 285.

† See Monthly Summary, Vol. XIV., No. 12, page 283.

certain Hungarian officials. The Government also informed the Council of the general measures that it had taken to tighten up the control of political emigrés and to revise the method of issuing passports.

On January 18th, on the proposal of Mr. Eden (United Kingdom), Rapporteur, the Council noted the receipt of the Hungarian memorandum. The Rapporteur asked those Members of the Council who might have observations to make on the report, to communicate them to him in writing as soon as possible, so that he might make such proposals as might seem appropriate.

7. DISPUTE BETWEEN COLOMBIA AND PERU.

On January 3rd the Peruvian Government

announced that the period fixed in Article 9 of the Protocol of Friendship and Co-operation between Peru and Colombia, signed at Rio de Janeiro on May 24th, 1934,† had expired on December 31st without exchange of ratifications being possible. The Protocol was approved by the Peruvian Congress on November 3rd, but it had not been ratified by the Colombian Congress.

The Advisory Committee set up by the Council on the dispute between Colombia and Peru met on January 16th and, after taking note of the position, expressed the hope that the Colombian Legislature might ratify the Rio Agreement as soon as possible, and requested the Committee of Three to continue to give special attention to this matter.

IV.—TECHNICAL ORGANISATIONS.

I. ECONOMIC AND FINANCIAL ORGANISATION.

(a) *Work of the Financial Committee.* Fifty-seventh Session.*

The Financial Committee held its fifty-seventh session from January 7th to 17th, with M. Mlynarski (Poland) in the Chair. The Committee considered the financial situation of Austria, Bulgaria, and Hungary.

The government representative from each of these countries took part in the discussions, as well as the League's Commissioner in the country and the Adviser to the National Bank. The session was thus attended by the following :

For Austria : M. Buresch, Federal Finance Minister ; M. Brauneis, Director-General of the National Bank ; M. Rost van Tonningen, representative of the League of Nations, and M. Frère, Adviser to the National Bank.

For Bulgaria : M. Batoloff and M. Todoroff, Minister of Foreign Affairs and Minister of Finance respectively ; M. Antonoff, permanent delegate of Bulgaria accredited to the League of Nations ; M. Boziloff, Vice-Governor of the National Bank ; M. Cheysson, League of Nations Commissioner ; M. Köstner, Adviser to the National Bank.

For Hungary : M. Imrédy, formerly Minister of Finance, who has recently been appointed President of the National Bank ; M. Baranyai, Director of the National Bank ; Mr. Tyler, representative of the Financial Committee ; Mr. Bruce, Adviser to the National Bank.

The Financial Committee, as is customary, submitted a report to the Council giving its views on the situation in each of these countries.

* See Monthly Summary, Vol. XIV., No. 9, page 217.

At the end of the session the Committee elected a new Chairman, M. Dayras (France) being appointed to take the place of M. Mlynarski.

Austria.—The Committee considered the twelfth and thirteenth quarterly reports of the League's representative in Austria, dealing with the second half of 1934. In its report to the Council, the Committee was glad to note that the deficit in the ordinary budget for 1934 had been reduced to 105 million schillings. The Committee congratulated the Austrian Government on the rapid and successful conversion of the Austrian Government Guaranteed Loan, issued in 1923 on the basis of the 1922 Protocols. This conversion will, in its view, have a far-reaching and lasting effect on Austrian credit and economy. It permits the saving in the State budget of about sixty million schillings a year during the first three years. It will also permit the release of certain reserve funds, so that the remaining deficit on the budget for 1935 may be covered. The level of expenditure in 1935 (1,900 million schillings) will be 130 millions less than that for 1934 (the figures are provisional), and economies have been introduced in certain other departments, for instance, in social insurance. In addition to the ordinary budget, the Government contemplates the carrying out of public works to an amount of approximately 100 million schillings, to be covered by a long term credit operation on the domestic market.

The Committee observed that the stability

† See Monthly Summary, Vol. XIV., No. 5, page 101 ; and No. 8, page 186.

of the schilling has been maintained, and that the monetary situation has been consolidated. The standstill agreements concluded in 1931 between British and American banks, on the one side, and Austrian banks, on the other, were terminated at the beginning of December, so that normal relations are now re-established between Austrian and foreign banks.

In looking at the economic indices, the Committee noted that the tendency towards improvement, which became noticeable eighteen months ago, still continues. Industrial activity is mounting, and exports each month have exceeded those for the corresponding month of 1933.

Bulgaria.—In response to a request made in October, 1934, by the Bulgarian Government, an enquiry had been carried out into the financial and economic situation of the country. At its recent session, the Committee studied the information thus collected, together with the thirty-second and thirty-third quarterly reports of the League Commissioner in Bulgaria.

In its report, the Financial Committee states that the request for this enquiry was submitted with a view to negotiations which the Bulgarian Government desired to enter on with the bondholders of the Bulgarian debt, in order to obtain a reduction in payments. The Committee had already in 1933 made an exhaustive enquiry into the financial position of the country, and as a result of this enquiry it had come to a general agreement with the Government on the solutions proposed in the case of certain economic problems; but it had subsequently noted that the different parts of this programme of financial reform were not uniformly applied.

The conclusions drawn by the Committee from these enquiries relate to public finance and also to the general economic situation.

While there has been some progress in the organisation and management of public finance, there have at the same time been fresh commitments which threaten to burden future budgets. From estimates supplied by the Finance Minister, the Committee concluded that the deficit for the year 1935 would amount to 723 millions; the Committee made remarks with regard to certain proposed expenditure and certain estimates of revenue, and suggested modifications which might enable this deficit to be considerably reduced. The Committee also questioned the wisdom of certain schemes that are in various stages of preparation for a number of state monopolies other than purely

fiscal monopolies. Having regard to the already difficult budget position, the Bulgarian Government should proceed with the greatest circumspection.

"The Committee," the Report states, "is fully aware of the interest of the economic schemes aiming at the development of the productive forces of the country, particularly in the direction of scientific agriculture. It is, however, convinced that a sound financial situation is the pre-requisite of any economic progress. It is, further, essential, in its opinion, that the Government should subordinate the gradual application of such schemes to the possibility of first making the necessary resources available."

Turning to the general economic situation in Bulgaria, the Financial Committee emphasised that the welfare of the country is dependent on its agriculture, which occupies four-fifths of the adult population. Agriculture has made considerable progress since the negotiation of the refugee loan. The total area under cultivation has increased more than in proportion to the increase of the rural population. As a result, however, of the fall in agricultural prices, the value of the crops has been greatly reduced, in spite of the increase in their size. In these circumstances, the real burden of agricultural indebtedness has been largely increased.

The Committee thought that the falling off in foreign trade was accentuated by the extremely complicated system of exchange control at present in force. No improvement in trade could be expected until that system had been substantially simplified.

In considering the service of the foreign debt, the Committee observed that this charge had been substantially reduced; it noted the various factors that influence the transfer position and concluded with the following remarks:

"First the capacity of a country to transfer cannot be measured by the reserve position at a particular moment. It is a dynamic and not a static problem. What the development of Bulgarian economy may be in the near future, it is impossible to foresee with any certainty. The Committee believes that economic prospects might be materially improved by a change in economic policy. Secondly, even if the transfer position of Bulgaria becomes less favourable, it does not follow that transfer on account of any special obligation should be reduced. That depends upon the priority of various claims on the transfer resources of Bulgaria."

Hungary.—The Financial Committee took note of the twelfth and thirteenth quarterly reports of its representative in Hungary dealing with the second half of 1934.

In its report to the Council the Committee observed that the budgetary results of the first half of the current fiscal year did not differ substantially from those of the corresponding period of the previous year, but showed a substantial improvement as compared with the first six months of the 1932-1933 fiscal year. The floating debt, however, continued to increase as a result of the budget deficit. The Committee considered that the responsible authorities should persist in their efforts to keep public expenditure within as strict limits as possible. The yield of indirect taxation had benefited from the rise in wheat and other agricultural prices, but this rise also had its drawbacks, for it continued to enhance the difficulties of export. On the other hand, the disparity between agricultural and industrial prices was still very considerable.

The Committee observed that the improvement in the economic situation had not been maintained. Foreign trade had fallen off, owing to restrictions of all kinds. On the other hand, the problem of supplying the National Bank with free negotiable foreign exchange was still a source of difficulties, although the last weeks had brought about a certain relief. The Committee noted that, during the first eleven months of 1934, the surplus of exports over imports fell by 25 million pengö as compared with the same period in 1933. There had been no substantial change in the general position of the National Bank.

* * *

On January 19th the Council considered the report of the Financial Committee on its fifty-seventh session. M. de Pflügl, representative of Austria, M. Batoloff, representative of Bulgaria, and M. Dayras, Chairman of the Financial Committee, came to the Council table.

In reporting to the Council on the work of the Committee, Mr. Bruce (Australia), Rapporteur on financial questions, congratulated the Austrian Government on the success of the conversion of the 1923 loan. As regards Bulgaria, the Rapporteur referred to the request for an enquiry made by the Bulgarian Government on October 26th. At that moment the Government had just informed the foreign bond holders of the Bulgarian debt of its inability to carry out the promises of the agreement made with them in April and May,

1934, and in support of its request said that the conclusions of such an enquiry into the financial and economic situation of the country "would carry great weight in the negotiations to be undertaken with the representatives of the bond holders."

The enquiry asked for by the Bulgarian Government was duly carried out, and the Financial Committee considered with due care the evidence resulting therefrom, giving at the same time particular attention to certain supplementary information furnished by the Bulgarian representative. Mr. Bruce added that he was informed that, unfortunately, Bulgaria continued to be affected by the depression and that, partly as the result of a relatively poor harvest, economic conditions in that country had, in fact, deteriorated in recent months. With a view to improving the situation, the Financial Committee had advanced certain suggestions which might, in the opinion of the Committee, be adopted with advantage.

Members of the Council would, he felt certain, desire him to express the hope that the present year would see a marked improvement in the general economic situation in Bulgaria and that the Bulgarian Government would make every effort to meet its external obligations.

Mr. Bruce concluded his statement by expressing, in the name of the Council, the hope that the Financial Committee's report would facilitate the task of the Bulgarian Government and that it would be possible for that Government to carry it into effect.

M. Batoloff (Bulgaria) recalled the fact that the Bulgarian Government had applied to the League of Nations and asked for an enquiry into the financial and economic condition of the country, and had thus given evidence of its desire to co-operate in a spirit of loyalty and confidence. It had hoped for an investigation which would help it to solve the particularly serious problems of all kinds with which it was confronted.

The Bulgarian Government considered that the present situation, and the funds which would be at the National Bank's disposal in the near future as regarded foreign exchange likely to be accepted by the bond holders of foreign loans, had not been discussed, and that the Committee had confined itself to an inaccurate description of Bulgaria's future prospects. The Government's financial and economic policy was subjected to criticism based mainly on academic and purely negative considerations. Although the report led to no conclusion, it did nevertheless leave the reader with a feeling of mistrust, not only for the Government's

policy but even for the data it had supplied as to the country's real situation, and more especially as to its ability to pay the foreign debt.

The Bulgarian Government was constrained to affirm once again that notwithstanding all its efforts in the past and notwithstanding what it had decided to do in the future, it was not at present in a position to carry out all its transfer undertakings to the bond holders of the Government loans. M. Batoloff regretted that the Financial Committee had failed to understand the real condition of the country or to take into consideration the desire for loyal and active co-operation which it had shown.

"For these reasons," concluded M. Batoloff, "while renewing its thanks to the competent departments of the League for the help they have given in arranging for and carrying out the enquiry for which the Bulgarian Government had asked, the Government cannot accept the estimates, still less the conclusions of a report in which the Financial Committee exaggerates the country's effective capacity and is asking Bulgaria to enter into commitments which she knows she will be unable to meet."

M. Dayras, Chairman of the Financial Committee, explained how keenly the Committee regretted its failure to secure the Bulgarian Government's agreement to the findings of the report. "The Committee," he said, "would, needless to say, have greatly preferred agreement, if that had been feasible, although it has not concealed from itself the fact that, in the actual circumstances in which the report was asked for, on the eve of negotiations between bond holders and Government, it could hardly hope to obtain the Bulgarian Government's entire acquiescence in the Committee's findings."

M. Dayras then replied to certain statements of the Bulgarian representative.

The President of the Council, speaking as representative of Turkey, pointed out that Bulgaria had always co-operated very satisfactorily and loyally with the Financial Committee. If at the present time there was some divergence between their points of view, it was no doubt due to Bulgaria's economic difficulties; moreover, that consideration was very clearly expressed in the report. M. Rüstü Aras asked the members of the Council to consider the question in a spirit of co-operation and friendliness.

Mr. Eden (United Kingdom) drew the attention of the Council to the fact that the Financial Committee had devoted much time and trouble

to the question and had made proposals which, if adopted, would be advantageous to Bulgaria. He considered that the Bulgarian Government would be wise to give due and careful consideration to the proposals.

M. de Pflügl (Austria) desired on behalf of the Austrian Government to thank the Rapporteur who had congratulated his Government on the success of the conversion of the 1923 loan. He also thanked the Governments of the Guarantor States for their assistance in carrying out that conversion. He did not feel he could pass over in silence the fact that, in order to give full effect to the conversion, it had been necessary to draw up the budget with the utmost stringency, and that the taxpayers, as well as all those who had a share in the economic life of the country, were continuing to make considerable efforts.

The conclusions of the Rapporteur's report were then adopted and note was taken of the Financial Committee's report on its fifty-seventh session.

(b) *Veterinary Questions.*

The Council on January 11th decided to summon a further meeting of the delegates who in October, 1934,* had considered three draft conventions for facilitating:

- (1) the campaign against animal diseases;
- (2) the transit of animals and animal products;
- (3) the international trade in certain products of animal origin.

The purpose of this further meeting is to enable Government delegates, provided with the necessary powers, to sign these three conventions.

This decision was taken in agreement with the President of the Economic Commission of the London Conference.

The Secretary-General was instructed to fix the date of the Conference, on the understanding that it should not take place later than March 1st, 1935.

The Rapporteur, M. Komarnicki, representative of Poland, added that certain States had already signified their intention of signing the conventions, in particular Latvia. He explained that other Governments were in a similar position, and asked the Council to authorise the Secretary-General to invite to the meeting any Governments who expressed a desire to sign these conventions.

* See Monthly Summary, Vol. XIV., No. 10, page 245.

*(c) Regulation of Whaling.**

The Convention for the Regulation of Whaling—which required the ratification of the two principal countries engaged in this industry, namely, Norway and the United States—came into force on January 16th, 1935. It has also been ratified by seventeen other States, including the Union of South Africa, the United States of America, Brazil, Denmark, Egypt, Spain, Italy, Mexico, Monaco, Nicaragua, Holland, Poland, Sweden, Switzerland, Czechoslovakia, Turkey, and Yugoslavia. The United States of America was the first to ratify the Convention on July 7th, 1932.

It has been estimated that in recent times as many as 40,000 whales have been killed in one season, and it was already clear several years ago that something had to be done if the extinction of certain valuable species was to be avoided.

In view of the important commercial and economic aspects of the question, a Committee of Experts was appointed at the suggestion of the 1927 Assembly, to report "whether and in what terms, for what species and in what areas, international protection of marine fauna could be established."

Shortly afterwards the Norwegian Government passed a law providing that its whalers throughout the world should observe certain rules with a view to putting an end to the incomplete utilisation of the whales taken, to the preservation of certain species of whales, and to the securing of certain valuable biological information.

The Convention is based, to a considerable extent, on Norwegian law and experience. It applies to all the waters of the world, including the high seas and territorial waters; it absolutely forbids the taking or killing of certain species which have become very rare; for other species the prohibition applies to the killing or taking of calves or immature whales or females accompanied by suckling whales; it also provides that the fullest possible use be made of the animals killed.

Precise regulations are also laid down in regard to the chartering and registering of whaling ships. The International Bureau for Whaling Statistics, founded at Oslo in 1930, is entrusted with the task of drawing up the annual statistics each year, upon data supplied to the Bureau by the various signatories to the Convention.

The League Assembly considered that, to produce its full effect, the Convention should

be adopted by every country in the world, whether maritime or not; since it is feared that, under the protection of flags of States not parties to the Convention, vessels might engage in operations which would seriously imperil the object it seeks to attain.

2. HEALTH ORGANISATION.

(a) Work of the Organisation.

1. At the request of the Government of the Union of South Africa, and on the recommendation of the Health Committee, the Council, on January 17th, 1935, decided to summon a Pan-African Health Conference to meet at Cape Town in the second week of November, 1935, for the consideration of certain questions of interest to all countries of the African continent. The Governments of Belgium, the United Kingdom, Egypt, France, Italy, Portugal, and Spain have been invited to send representatives from the competent administrations of their African territories, whether they be the mother country or colonies, protectorates or territories under suzerainty or mandate. British India has also been invited to take part in the Conference, in view of the health problems that affect its relations with the African continent.

The purpose of this meeting is to continue and extend the work of the International Conference of Representatives of Health Services of certain African territories and British India, held at Cape Town under the auspices of the Health Organisation in November, 1932. The agenda will therefore contain questions like plague and other diseases transmitted by animals, malaria, yellow fever, and health and medical aid in country districts.

The Health Committee will be represented at the Conference by Sir Thomas Stanton, Medical Adviser to the Colonial Office of the United Kingdom.

2. The Council also decided, on the proposal of the Health Committee, to summon for the end of 1935 a Government Conference to confirm the results of the Health Organisation's work in the matter of biological standardisation.

There are some healing agents whose effect cannot be measured by physical or chemical means; for very often their chemical composition is unknown. It is then necessary to have recourse to a method of calculation based on biological processes, and to measure their activity by comparison with a fixed standard. This is the case with sera, certain preparations like insulin and salvarsan, the various vitamins and sexual hormones.

* See Monthly Summary, Vol. XI., No. 9, page 231.

As the "standards" used to vary from country to country, the same quantity of substance may be of very different effect on opposite sides of the same frontier. Serious danger to patients may thus result. The Health Organisation, therefore, endeavoured to fix standards and determine therefrom an international scale of efficacy. It has done this with twenty-one therapeutical substances. The time has now come to have the results approved and to secure the adoption by Governments of these international standards and units. This will be the purpose of the Conference.

3. The Council took note of the Bureau's intention to put into practice several technical suggestions made at the last Assembly, especially for an enquiry into town planning and rural housing, the summoning of a conference on rural hygiene in the Far East, and the organisation of collective and individual study tours.

On the subject of housing and town planning, the United Kingdom representative, Mr. Eden, pointed out that for the moment what was contemplated was the compilation for the use of administrations requiring information on the matter of certain facts and statistics, including particulars as to actual housing practice. He offered to place at the disposal of the Health Organisation all the information on the subject in the possession of the British Government.

(b) *Subsidy from the Rockefeller Foundation to the Health Organisation.*

The International Health Section of the Rockefeller Foundation has decided to continue to assist the Health Organisation by offering a further subsidy of 200,000 dollars during the years 1936 and 1937.

The Council, in accordance with its financial regulations, decided on January 11th to accept the subsidy of the Rockefeller Foundation and instructed the Secretary-General to send its sincerest thanks to the Foundation for this further proof of the interest that it takes in the League's work.

3. COMMUNICATIONS AND TRANSIT.

(a) *Pollution of the Sea by Oil.*†

As the result of a request by the United Kingdom Government and of the preliminary investigation by the Communications and Transit Organisation, the Council, on January 11th, authorised that Organisation to make "all necessary preparatory studies with a view to facilitating the future conclusion of an international convention in regard to the pollution of the sea by oil."‡

The Organisation held that such a convention would considerably reduce the damage now caused to property in ports, to bathing resorts, to bird life and to fisheries.

The United Kingdom representative, Sir John Simon, reminded the Council that his Government attached the greatest importance to the conclusion of an agreement on this subject. He hoped that the maritime countries concerned would co-operate to the fullest extent with the Communications and Transit Organisation, in order that the preliminary steps in the preparation of the convention might be completed with the least possible delay, and that a new report might be submitted to the next session of the Assembly.

(b) *Petition from the Radkersburg-Luttenberg Railway Company, Ltd., Vienna.*

The Council on May 14th, 1934, decided to adjourn till January§ the petition from the Radkersburg-Luttenberg Railway Company, Ltd., Vienna.

In a letter of December 24th, 1934, the Company announced that the discussion with the Yugoslav Government had not yet begun. The Government, however, had indicated that negotiations would shortly be entered upon. The Company asked that the consideration of its petition might be postponed to a later date.

The two Governments concerned (Austria and Yugoslavia) having agreed, the Council, on the proposal of the President, decided to postpone the question.

V.—PROTECTION OF MINORITIES.

1. MINORITIES IN ALBANIA.*

The Council on January 14th and 18th dealt with the application of the provisions of Article 5, Paragraph 2, of the declaration made in regard to the protection of minorities by Albania on October 2nd, 1921, when it entered the League of Nations.

* Rapporteur, M. de Madariaga (Spain).

This article runs as follows :

"Albanian nationals who belong to racial, religious or linguistic minorities will enjoy the same treatment and security in law and in fact

† Rapporteur, Mr. Litvinoff (U.S.S.R.).

‡ See Monthly Summary, Vol. XIV., No. 11, page 267.

§ See Monthly Summary, Vol. XIV., No. 5, page 112.

as other Albanian nationals. In particular they shall have an equal right to maintain, manage and control at their own expense or to establish in the future, charitable, religious and social institutions, schools and other educational establishments, with the right to use their own language and to exercise their religion freely therein.

"Within six months from the date of the present Declaration, detailed information will be presented to the Council of the League of Nations with regard to the legal status of the religious communities, churches, convents, schools, voluntary establishments, and associations of racial, religious and linguistic minorities. The Albanian Government will take into consideration any advice it might receive from the League of Nations with regard to this question."

By a letter dated November 21st, 1934, the representatives on the Council of the United Kingdom, Mexico and Portugal, asked that this question should be placed on the Council's agenda. Articles 206 and 207 of the new Albanian Constitution reserve education to the State and change the situation established by the declaration of October 2nd, 1921.

These articles provide that :

"The instruction and education of Albanian subjects are reserved to the State and will be given in State schools. Primary education is compulsory for all Albanian nationals and will be given free of charge. Private schools of all categories at present in operation will be closed."

The British, Mexican and Portuguese Governments, therefore, drew the Council's attention to the fact that the recommendations contemplated in Article 5 of the Albanian declaration of 1921 had not been made by the League.

The Albanian representative, M. Mendi Frasheri, pointed out that since the entry of Albania into the League, his country had always been favourable to the protection of minorities and had observed its undertakings towards the League.

The Albanian people had long been deprived of the right to receive instruction in its national language. Formerly the Moslems attended the Ottoman schools, the Orthodox the Greek schools, and in the districts adjacent to the Slavs, the Serbian or Bulgarian schools; the Catholics attended the Italian or Austrian schools, and the higher clergy of the various faiths professed in Albania were of foreign nationality. The teaching was foreign in character and the clergy supported education in their own foreign tongue. After 1838, Albanians in Italy began to publish works in Albanian. The Treaty of Berlin of 1878 resulted in the dismemberment of Albania. A clandestine literature endeavoured to re-awaken national consciousness and fought at the same time against the various ecclesiastical authorities.

Independent Albania declared itself to be of no religion. In 1929, secular education was separated from religious education.

The Albanian representative explained that, after various transitory measures, the Albanian Government had been led to abolish all private schools; but this measure was not directed against minorities. The Greek-speaking minority had assumed that it would be affected, but the Albanian Government had decided to increase the number of schools in which teaching would be given in Greek, whilst the Albanian language was also taught by qualified teachers.

As regards the legal aspect of the question, the Albanian representative said that the words "equal right" in the Albanian Declaration of 1921, meant that the minority must enjoy the same rights as the majority, but not greater rights. The modifications of the constitutional law did not affect the rights of minorities. The Albanian representative, therefore, hoped that the Council would take into consideration the reasons which had led to the Albanian Government's action. In his view, there was no need for the Council to make recommendations in accordance with Article 5 of the 1921 proclamation.

On January 18th, on the proposal of the Rapporteur, the Council decided to ask the Permanent Court of International Justice for an advisory opinion on the question :

(1) Whether, regard being had to the above-mentioned declaration of October 2nd, 1921, as a whole, the Albanian Government is justified in its plea that as the abolition of the private schools in Albania constitutes a general measure applicable to the majority as well as to the minority, it is in conformity with the letter and the spirit of the stipulations laid down in Article 5, first paragraph, of that declaration.

(2) And if so, whether the Council of the League of Nations can, on the basis of the second paragraph of the said article, formulate recommendations going beyond the provisions of the first paragraph.

On this occasion, M. Frasheri, the representative of Albania, said that if the Albanian view with regard to the legal position of the minority schools were accepted by the Permanent Court, the Council would not have to make any recommendations extending beyond the provisions of Article 5, Paragraph 1. Subject to this remark, his Government willingly agreed that the question should be referred to the Permanent Court of International Justice.

2. MINORITIES IN POLAND.

Granting and Withdrawal of Licenses for the Sale of Alcoholic Liquor.

The Council on January 18th dealt with the question of the granting and withdrawal of licenses for the sale of alcoholic liquor in Poland,* which question had been raised in certain petitions from M. Graebe, a member of the Polish Sejm.

The Rapporteur, M. de Madariaga, representative of Spain, after referring to the origin of the affair and its successive adjournments, submitted conclusions to the Council. In his opinion, there was no doubt that a considerable number of German retailers felt that they had been deprived of their licenses, or had been unable to obtain licenses for the sole reason that they belonged to the German minority. On the other hand, the Polish Government had explicitly declared that the Polish authorities did not allow themselves to be swayed by any consideration of the nationality of license-holders. Some of the information given in the petitions, which had not been refuted by the Polish Government, seemed to indicate that the local authorities did not always act upon the principles established by the Government for the settlement of these matters in districts with a mixed population.

The Rapporteur therefore proposed that the Council should ask the Polish Government to see that the local authorities apply the principles which it had laid down.

Being convinced that the Polish Government would take the necessary steps to remedy any injustices that may be committed, the Rapporteur suggested that the Council should close its examination of the question.

The Council agreed to this suggestion.

3. MINORITIES IN UPPER SILESIA.

Petition from the Prince of Pless.†

The Council on January 18th dealt with the

application of Part III. of the German-Polish Convention on Upper Silesia of May 15th, 1922, to the petitions of the Prince of Pless concerning the action taken in relation to himself by the Polish authorities.

The Prince complained that these measures constituted discrimination, and that the revenue laws were misapplied for the purpose of damaging his interests.

The Committee of Three set up by the Council to enquire into the case considered the various points raised by the Prince of Pless in his petitions: automatic assessment of taxes; the writing off and revaluation of balance sheets; penal interest; non-application of the decree of November 25th, 1933, in regard to facilities for the payment of arrears of taxation; taxation of his German estate and compulsory administration.

The Committee concluded that within the limits to which its consideration of the matter had necessarily been subject, and on the basis of the information at its disposal, there was no ground for the view that the revenue measures that were the subject of the Prince of Pless's petitions constituted discriminatory treatment of such a kind as to render them incompatible with the provisions of Part III. of the Geneva Convention concerning Upper Silesia. In these circumstances, the Rapporteur, M. de Madariaga, representative of Spain, proposed that the Council should declare the examination closed.

The Council agreed with the Rapporteur.

4. SETTLEMENT OF THE ASSYRIANS OF IRAQ.

The Special Committee for the Settlement of the Assyrians of Iraq had hoped to submit a report to the Council on the result of the mission sent to British Guiana to investigate the possibilities of settlement.§ But as the information had not been received, the Council, on the proposal of the Rapporteur, M. de Madariaga, representative of Spain, postponed this question to its next session.

VI.—SOCIAL AND HUMANITARIAN QUESTIONS.

I. TRAFFIC IN OPIUM.

(a) Work of the Opium Advisory Committee.‡

The Council on January 14th reviewed the work of the November session of the Advisory Committee on the Traffic in Opium and other Dangerous Drugs.

* See Monthly Summary, Vol. XIV., No. 5, page 122.

† See Monthly Summary, Vol. XIV., No. 9, page 211.

‡ Rapporteur, the representative of Portugal.

The Committee's conclusions|| were adopted in regard to the situations in China and in Bulgaria, the measures against clandestine manufacture and illicit traffic, the supervision of Indian hemp and preparations with an Indian hemp base, the estimated world requirements of dangerous drugs for 1935, etc.

§ See Monthly Summary, Vol. XIV., No. 9, page 211.

|| See Monthly Summary, 1934, Vol. XIV., No. 11, page 264.

During the discussion, the representative of Spain, M. de Madariaga, expressed appreciation of the efforts recently made by China to eliminate the drug evil. He pointed out the facility with which persons engaged in the illicit traffic in drugs were able to move freely from country to country in carrying out their operations, a matter stressed by the Advisory Committee. The Council had on several occasions had to deal with the question of international passports, to which he had referred at a recent session. He wondered whether information on this subject might not be centralised, by instructing the Secretariat to study measures whereby the national police forces might co-operate internationally to prevent the delivery of passports to dangerous traffickers.

The Secretary-General asked the Council not to take a decision forthwith, but to leave him time to consider what was possible, and to discuss the matter with the Spanish representative.

The Rapporteur, M. de Vasconcellos, representative of Portugal, endorsed what M. de Madariaga had said concerning the efforts of the Chinese Government to put a stop to the narcotics traffic. He observed, however, that in spite of the measures taken, the situation was still serious in those provinces that were not absolutely under the Central Government's control.

With regard to the passport question, the Portuguese representative agreed with the

representative of Spain. He insisted on the necessity of outlawing the various classes of traffickers—in opium, women and children.

(b) *Appointment of a Successor to M. Gallavresi on the Permanent Central Opium Board.*

The Council on January 19th appointed Professor G. Ferrari delle Spade a member of the Permanent Central Opium Board in the place of Professor Gallavresi, who has resigned on grounds of health.

2. REFUGEES.†

On January 11th the Council decided to collect information on the measures taken by Governments to put into force the Assembly's recommendations‡ with regard to the Convention providing for the recognition of an international status for refugees, the settlement of Armenian refugees in the Republic of Erivan, the expulsion of refugees, their settlement in overseas countries, the opening by Governments of credits for the purpose, and a more general application of the Nansen stamp system. The Council requested the Secretary-General to communicate to the Members of the League the report of the Nansen International Office and the resolution adopted on that subject by the Assembly. * The Secretary-General was also instructed to ask the Governments concerned for information as to what action they thought could be taken on the recommendations.

VII.—LEGAL AND CONSTITUTIONAL QUESTIONS.

1. APPLICATION OF ARTICLE 11, PARAGRAPH 2, OF THE COVENANT.*

When it was decided to adjourn consideration of the Iraqi Government's claim, the representative of Chili reminded the Council that at the present session it had had before it several requests for the application of Article 11, paragraph 2 of the Covenant. He suggested that in future, whenever a case was brought before the Council in virtue of the above paragraph, the Council should declare that it was applying the conciliation procedure, or else that it considered that Article 11, paragraph 2 was not applicable to the particular case.

2. POSTPONEMENT OF COUNCIL SESSIONS.

By a letter of November 5th, 1934, the representatives of Turkey and of the Union of Soviet Socialist Republics pointed out to the

Council the inconvenience to which they were put by the adjournment of the last extraordinary session of the Council.

They urged that the Committees working upon questions on the agenda of Council sessions should arrange their work in such a way as to fit in with the date fixed for the session. They suggested that adjournments of Council sessions, if absolutely necessary, should in future be notified as soon as possible and not permitted during the last five days before the date fixed for the opening unless required by quite exceptional circumstances and unanimously agreed to by all the members of the Council.

In his report to the Council, the Secretary-General explained the unusual circumstances which necessitated the adjournment of the last

† Rapporteur, M. Castillo Najera (Mexico).

‡ See Monthly Summary, 1934, Vol. XIV., No. 9, page 224.

* See under "Political Questions."

session and the present position under the rules of procedure, based on the Council's experience.

He suggested that while it might be well to maintain elasticity to meet exceptional cases the Council should lay down for the guidance of its President the following principles :

(a) Except in cases of real emergency, the President of the Council should not propose a change in the date fixed for a session of the Council if the session is already due to commence in five days.

(b) In the communication by which he consults his colleagues as to a change in the date of a session of the Council, the President should, if possible, state the new date proposed for the opening of the session or, if this is not possible, should indicate the earliest date at which the Council will be convened.

(c) Except in cases of real emergency, the President of the Council should give his colleagues at least twelve days' notice of the date which he proposes to substitute for the date originally fixed for a session of the Council.

On January 11th the Council adopted these conclusions.

3. CONSTITUTION OF LEAGUE COMMITTEES.*

The Council on January 19th dealt with the method of carrying out an Assembly resolution of September 27th, 1934, which provided that the Council should cause to be studied by a suitable body a report prepared by the Secretary-General on the League committees, in order that the Assembly may, if necessary, make corrections, adjustments or improvements in the constitution and working of these committees.

On the motion of M. Benes (Czechoslovakia), Rapporteur, the Council appointed a committee of highly qualified experts for this task, composed of: M. Attolico, Italian Ambassador in Moscow, former Under Secretary-General of the League; Sir Arthur Salter, former Director of the Economic and Financial Section of the Secretariat; M. Boris Stein, U.S.S.R. Ambassador in Rome; M. Tudela, former Foreign Minister of Peru; M. Van Langenhove, Secretary-General of the Belgian Foreign Ministry; M. René Mayer, vice-Chairman of the Board of Directors of the Northern Railways of France; M. Matuszewski, former Polish Finance Minister; and Professor Gascon y Marin, professor of Law in Madrid University and Spanish Government representative at the International Labour Conferences.

A national of one of the British Dominions will subsequently be appointed to complete the Committee.

* See Monthly Summary, Vol. XIV., No. 9, pages 205 and 233.

4. INTERNATIONAL INSTITUTE FOR THE UNIFICATION OF PRIVATE LAW.

(a) *Communication to Governments of Draft Laws.*

The Council was informed on January 14th that the President of the Governing Body of the International Institute for the Unification of Private Law had sent to the Secretary-General two draft laws prepared by the Institute, asking that the Council authorise them to be sent to Governments for their remarks.

These drafts are entitled respectively: "Draft International Law on Sales" and "Draft Uniform Law on the Responsibility of Hotel-Keepers."

The Rapporteur, Baron Aloisi, representative of Italy, pointed out that these two proposals were the outcome of a patient study of comparative law by the Institute with the personal and continuous help of several distinguished members of its Governing Body.

By so doing, said the Rapporteur, the Institute was fulfilling one of its essential tasks, namely, to endeavour to give practical effect to its scientific studies.

The Council accordingly asked the Secretary-General to take the necessary steps to comply with the Governing Body's request, and expressed its appreciation of the work of the Institute.

(b) *Amendment to the Financial Regulations.†*

The Council, on January 11th, decided, on the proposal of the Governing Body of the International Institute for the Unification of Private Law, to insert a new article in the financial regulations of the Institute, concerning the rate at which amounts will be written off in respect of depreciation of the property of the Institute.

The Secretary-General was requested, in conformity with the Statutes of the Institute, to communicate this amendment to the Italian Government and the Members of the League.

5. NATIONALITY AND STATUS OF WOMEN.

At the request of two groups of delegations‡ the agenda of the forthcoming Assembly will include two items which relate to the status of women: the Convention on the Nationality of Women concluded on December 26th, 1933, at the last Conference of American States at Montevideo; the question of the whole status of women, with special reference to a convention on the subject of equality of rights for both sexes signed at Montevideo in December,

† Rapporteur: Baron Aloisi (Italy).

‡ See Monthly Summary, Vol. XIV., No. 9, page 204.

1933, by Cuba, Ecuador, Paraguay and Uruguay.

The Council, on January 14th, authorised the Secretary-General to circulate to the Assembly statements which he may receive from the women's international organisations, or any committee of representatives of those organisations, setting out their views and desiderata on either of these subjects.

6. INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

The treaties and international engagements registered by the Secretariat of the League during January include :

A Convention between the United States of America, the Argentine Republic, Bolivia, Brazil, Chile, etc., regarding diplomatic officials, adopted by the Sixth International American Conference (Havana, February 20th, 1928), presented by Cuba and Venezuela.

A Convention between the United States of America, the Argentine Republic, Bolivia, Brazil, Chile, etc., regarding Consular agents, adopted by the Sixth International American Conference (Havana, February 20th, 1928), presented by Cuba.

A Convention of Conciliation, judicial Settlement and arbitration between Latvia and Czechoslovakia (Geneva, October 11th, 1933), presented by Latvia.

A Treaty of Friendship between Afghanistan and Iraq (Teheran, December 20th, 1932), presented by Iraq.

A Protocol between Finland and the Union of Soviet Socialist Republics, renewing until December 31st, 1945, the Treaty of non-aggression and pacific settlement of disputes of January 21st, 1932 (Moscow, April 7th, 1934), presented by Finland.

The Convention for facilitating the international circulation of films of an educational character, signed at Geneva on October 11th, 1933, registered on January 15th, 1935, following its entry into force, in accordance with its Article XVII.

The Convention for the Regulation of Whaling, signed at Geneva on September 24th, 1931, registered on January 16th, 1935, following its entry into force, in accordance with its Article 21.

A Convention between the Argentine Republic and Sweden, concerning workmen's compensa-

tion for accidents (Buenos Aires, May 14th, 1928), presented by Sweden.

A Convention between Denmark, Finland, Iceland, Norway and Sweden, regarding Bankruptcy (Copenhagen, November 7th, 1933), presented by Denmark.

A Convention between the United States of America, the Argentine Republic, Brazil, Chile, Colombia, etc., for the protection of patents of invention, designs and industrial models (Buenos Aires, August 20th, 1910) (adopted by the Fourth Pan-American Conference), presented by Cuba.

A Convention between Finland and the Union of Soviet Socialist Republics with regard to fishing and sealing in Lake Ladoga, and Protocol (Moscow, May 25th, 1934), presented by Finland.

An Exchange of Notes between Germany and Great Britain and Northern Ireland, constituting an arrangement for the reciprocal acceptance of certificates of airworthiness (Berlin, September 13th, 17th and 18th, 1934), presented by the United Kingdom.

A Convention between Belgium, Great Britain and Northern Ireland, Spain, France, Italy, Irish Free State, the Netherlands and Portugal concerning the rules adopted in regard to the salvage of locomotive torpedoes (Paris, June 12th, 1934), presented by the Netherlands.

A Convention between the Argentine Republic and Czechoslovakia, concerning equality of treatment for nationals of both countries as regards workmen's compensation for accidents (Buenos Aires, March 31st, 1932), presented by Czechoslovakia.

A Convention between the United States of America and Mexico, providing for the "en bloc" settlement of the claims presented by the Government of the United States of America to the Commission established by the Special Claims Convention concluded on September 10th, 1923 (Mexico, April 24th, 1934), presented by the United States.

Conventions between Germany and Sweden concerning the régime of payments, the settlement of the interest on the Swedish certificates of the Dawes, Young and Kreuger Loans, and the application of the German Transfer Moratorium to Swedish creditors (Berlin, December 22nd, 1934), presented by Sweden.

VIII.—INTERNATIONAL BUREAUX.

PROTECTION OF INDUSTRIAL PROPERTY.

On January 17th, the Council took cognizance of a request made to the Secretary-General by

the International Bureau for the Protection of Industrial Property in Berne. The Bureau, relying on a recommendation of the recent

London Conference, asked the "competent organs of the League to recommend States which are still bound by the Acts of Washington on the Protection of Industrial Property (1911) to accede to the Acts concluded at the Hague in 1925."

The fact that certain States who have signed the first of these Acts have not yet acceded to the second, raises considerable difficulties for the Union for the Protection of Industrial

Property, which is thus subject to a two-fold régime that is likely to become still more complicated when the Acts of the London Revision Conference of 1934 come into force.

Accordingly, the Council, on the proposal of the Secretary-General, decided to draw the attention of Governments to the request of the International Bureau for the Protection of Industrial Property.

IX.—OBITUARY.

1. TRIBUTES TO THE MEMORY OF M. ADATCI.

In opening the eighty-fourth session of the Council on January 11th, the President, M. Tewfik Rustu Aras, the Turkish representative, expressed deep regret at the death of M. Adatci, in whom were displayed the highest virtues of an Asiatic country's centuries of culture. M. Adatci had been Japanese Ambassador, President of the Council of the League, President of the Permanent Court of International Justice, and Japanese delegate to the Assembly. He had ever placed his wisdom and his experience at the service of his country and of the international community. For fifteen years, M. Adatci had worked in many fields on behalf of the League.

Sir John Simon associated himself with the tribute paid by the President of the Council to an eminent statesman, who had devoted his talents to the service of international understanding.

The French representative, M. Massigli, associated himself with the President's words and reminded the Council that in Paris M. Adatci had been a great ambassador.

On the following day, the Japanese Consul in Geneva sent the Council a letter in the name of his Government, thanking it for the tribute paid to M. Adatci's memory.

2. PROFESSOR CHAGAS.

On January 17th, the Council paid a public tribute to the memory of Professor Chagas (Brazilian), a former member of the Health Committee.

M. de Scavenius, Rapporteur to the Council on health questions, referred to the fact that M. Carlos Chagas was one of the most distinguished men of learning in Brazil; he had played a leading part in the Health Organisation; his experience, his authority, his wisdom and his prudence had made him a valued

counsellor. He added that on Professor Chagas' initiative, the problem of leprosy had been included in the Health Committee's work, and that thanks to him the Brazilian Government had offered in 1932 to set up, under the auspices of the League, an international centre for the study of leprosy.

The Mexican representative, M. Castillo Najera, who had been fortunate enough to work on several occasions with Dr. Chagas on international problems, associated himself in the name of Latin America with the honour done to the memory of the eminent professor.

The Portuguese representative, M. de Vasconcellos, warmly associated himself with the remarks of the Rapporteur and of the Mexican representative, and said that Professor Chagas was not only a man of science but a benefactor to humanity.

On the following day, January 18th, the Brazilian Consul in Geneva sent the Secretary-General a letter begging him to express the Brazilian Government's gratitude to the Council of the League for the tribute paid to the great Brazilian doctor and member of the Health Committee.

3. PROFESSOR WERNER.

At the Council's meeting on January 21st, a tribute was paid to the memory of M. Georges Werner, Chairman of the Governing Body of the Nansen International Office for Refugees. A representative of Switzerland had been specially asked to attend the meeting.

M. Castillo Najera (Mexico), as Council's Rapporteur on questions concerning the Office, said that Professor G. Werner was elected President of the Governing Body by the Assembly of the League at its extraordinary session in February, 1933.* He expressed

* See Monthly Summary, Vol. XIII., No. 2, page 41.

his warm appreciation of M. Werner's work, for which he desired to offer the thanks of the League.

M. Motta, representative of Switzerland, thanked the Council and, in his turn, paid a

tribute to the eminent qualities of the late M. Werner.

The President said that the Mexican representative had expressed the sincere and unanimous opinion of the Council.

X.—NEW LEAGUE PUBLICATIONS.

I. ENQUIRY ON NATIONAL PUBLIC WORKS.

The Communications and Transit Organisation of the League has just published a volume of nearly 300 pages entitled: "Enquiry on National Public Works."

It was the International Labour Office which first suggested the value of international schemes of public works as a remedy for the economic depression and for unemployment. Investigations were accordingly made on the subject.

In September, 1933, the Council of the League took note of what had been done in the matter by the Communications and Transit Organisation, and stated that a continuous international study of general questions relating to public works, including big programmes of work financed out of national resources, would undoubtedly be of value. It would enable a comparison to be made of the experience of different countries, particularly as regards the effects of such works on the resumption of economic activity and on unemployment.

A report adopted by the Assembly in 1933 expressed a similar view. It stated that such information should enable governments to judge of the possibility and desirability, under present circumstances, of carrying out programmes of public works on parallel lines. The Assembly was of opinion that in the present period of distress this question would certainly be of great interest to the public and to governments in most countries.

In accordance with the views of the Assembly and of the Council, the Secretary-General requested governments to communicate the required information. The replies of twenty-nine governments are reproduced in the volume that has just appeared.

The enquiry related to: public works undertaken in various countries since the beginning of 1929 (completed, in course of execution or in preparation); principal administrative methods followed in the execution of the work; principal methods of financing; allocation of expenditure between materials and equipment on the one hand, and labour on the other; governments' views with regard to the effects obtained or expected on the resumption of economic and industrial activity and on unem-

ployment. Governments were asked to classify the work by categories as follows: roads and bridges; railways; agricultural land reclamation; canals and other inland waterways; land improvement work; drinking-water supplies and sewage disposal; work on sea and river ports; air ports; building work; electricity installations; gasworks and gas supply; telegraph and telephone installation and wireless broadcasting stations; other work.

This enquiry is the first to be based on official information requested from all governments. The abundant material in the volume will be of interest to competent authorities and to the public in many States.

2. MONTHLY BULLETIN OF STATISTICS.

The January number of the Monthly Bulletin of Statistics of the League of Nations has just been published. It gives, in addition to its regular tables, information on World Gold Reserves, the World Merchant Marine, and the Prices of Raw Materials.

The recorded gold reserves, excluding those of the U.S.S.R., increased in 1934 by over 900 million gold dollars (of 1932). In 1933, when gold production, excluding the U.S.S.R., amounted to some 475 million dollars, they had decreased by 30 millions.

The great increases in 1934 were (in gold dollars): United States, 854 million; France, 203 million; Union of South Africa, 24 million; Japan, 20 million; Czechoslovakia, 15 million. In Germany, reserves decreased by 73 million gold dollars; in Italy by 68 million; in the Netherlands by 33 million; in Belgium by 32 million, and in Switzerland by 18 million.

The gold value of world trade showed a slight seasonal falling off in November last, when it amounted to 35.3 per cent. of the monthly average for 1929. It is, however, well above the lowest figure reached—in July last, 31.8 per cent.

The latest indices of Industrial Production for Germany, Austria, Belgium, Chile, Czechoslovakia, United States of America, Italy, Netherlands, Norway, Poland, and Sweden showed some slight improvement.

The gold prices of Tin and Coal have been well maintained during 1934. Those of Zinc, Lead and Copper have tended to drop since the middle of 1933. Nickel prices, which fell by nearly 40 per cent. in 1933, have subsequently been fairly maintained.

There was a rise of some 10 per cent. in wool in 1933; but in February last a fall began, and by the end of the year the whole of the previous gain had been lost. Silk prices fell by over 60 per cent. between the middle of 1933 and September 1934. From that moment they have risen.

Gold prices of Cotton fluctuated in 1934 slightly above the average for 1933.

Timber and Wood Pulp were relatively stable in 1934, with a slight falling tendency.

The indices of the Market Value of Industrial Shares rose substantially in a number of countries during 1934, *e.g.*, Austria 38 per cent., Sweden 28 per cent., Mexico 26 per cent., Germany 19 per cent., United Kingdom 16 per cent., Denmark 13 per cent., Canada 11 per cent., and Italy 7 per cent. They fell in France by 27 per cent., in the Netherlands by 24 per cent., and in Belgium by 21 per cent.

XI.—FORTHCOMING LEAGUE MEETINGS.

February 14th.—Permanent Executive Committee of the International Educational Cinematographic Institute, Rome.

February 14th.—Committee for the Regulation of the Trade in and Private and State Manufacture of Arms and Implements of War, Geneva.

February 18th.—Building Committee, Geneva.

February 18th.—Committee on Miscellaneous Provisions, Geneva.

February 20th.—Meeting of Plenipotentiaries for the Signing of three Veterinary Conventions, Geneva.

February 20th.—Technical Committee of the Commission on National Defence Expenditure, Geneva.

March 10th.—Mixed Committee for the Study of Compensation and Clearing Agreements, Geneva.

March 15th.—Economic Committee, Geneva.

March 25th.—Permanent Central Opium Board, Geneva.

April 1st.—Advisory Committee of Experts on Slavery, Geneva.

April 5th.—Committee for the prohibition, under the Provisions of the Covenant, of the Supply of War Material to Belligerents, Geneva.

April 25th.—Child Welfare Committee, Geneva.

May 2nd.—Traffic in Women and Children Committee, Geneva.

May 6th.—Financial Committee, Geneva.

May 13th.—Eighty-fifth Session of the Council, Geneva.

May 20th.—Advisory Committee on Traffic in Opium and Other Dangerous Drugs, Geneva.

June 3rd.—Permanent Mandates Commission, Geneva.

THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

I. DEATH OF A MEMBER OF THE COURT.

Monsieur Mincitcîrô Adatci, Judge and former President of the Court, died at Amsterdam on December 28th, 1934.

M. Adatci was born in the prefecture of Yamagata (Japan) on July 29th, 1870. He graduated in law at the Faculty of Law of Tokio in 1892 and was lecturer at the Free Faculty of Law from 1892 to 1893. He was appointed Secretary of Legation in 1893 and was Chargé d'Affaires at Rome from 1893 to 1896, when he was transferred to Paris, where he was Chargé d'Affaires in 1902. In 1903 he was appointed Counsellor at the Ministry for Foreign Affairs at Tokio and also

professor of Diplomatic History and International Law at the Faculty of Commercial Science of that city.

In 1906, he was appointed Director of the Legal Department and Director for questions of Protocol and Personnel, and at this date he received the highest law degree in Japan (Hogaku-Hakushi). In 1907 he returned as Counsellor of Embassy to Paris, where he was Chargé d'Affaires in 1909 and 1910. He was Minister to Mexico from 1912 to 1915, and subsequently in 1917 to Belgium (Le Havre); in 1920 he was appointed Ambassador at Brussels and, in November 1927, Ambassador at Paris.

In 1904 and 1905, M. Adatci sat as judge of the Prize Courts of Sasébo and Yokosuka. In 1906, at Portsmouth, he was a member of the committee which drafted the treaty of peace terminating the Russo-Japanese war; in 1906 he was a member of the governing body of the Japanese Red Cross, and in 1915 and 1916, he undertook missions in Russia. In 1919 he was deputy Japanese delegate at the Peace Conference at Paris. In 1920 he took an active part at The Hague in the drafting of the Statute of the Permanent Court of International Justice. He was first deputy-delegate for Japan at the first Assembly of the League of Nations and, subsequently, Japanese delegate plenipotentiary at all other Assemblies; from 1927 to 1930 he represented Japan on the Council of the League of Nations, acting as Rapporteur for minority questions. From 1922 to 1925 he represented the Japanese Government on the Governing Body of the International Labour Office and, in 1923, presided at the International Labour Conference. M. Adatci also took part in many international conferences or commissions either as president or vice-president, or as delegate or member.

He had been a member of the Permanent Court of Arbitration since 1924 and was also a member of many learned societies, including the Japanese Academy. He had been a member of the Institute of International Law since 1924, and was elected Vice-President for the session held by the Institute at Brussels. From 1922 to 1925 he was co-rapporteur for the Institute on the question of the amendments of the Covenant of the League of Nations.

On September 25th, 1930, when a new general election of members of the Permanent Court of International Justice took place, M. Adatci was elected judge.

The Court elected M. Adatci as President for the period 1931-1933.*

The funeral of M. Adatci took place on

* This biographical note is taken from the Seventh Annual Report of the Permanent Court of International Justice, pages 21-22.

January 3rd, 1935; the Netherlands Government had courteously offered a public funeral which was accepted by the deceased judge's family. A memorial ceremony, arranged by the Court, was also held in the Peace Palace.

2. THIRTY-FOURTH SESSION OF THE COURT.

In accordance with Article 27 of the Rules of the Court, the ordinary session for 1935 will open on February 1st.

3. MINORITY SCHOOLS IN ALBANIA.

On January 23rd, 1935, the Court received a request for an advisory opinion transmitted to it by the Secretary-General of the League of Nations in accordance with the terms of a Resolution adopted by the Council on January 18th, 1935.

The Council requests the Court to answer the following questions:

1. Whether, regard being had to the above-mentioned Declaration of October 2nd, 1921, as a whole, the Albanian Government is justified in its plea that, as the abolition of the private schools in Albania constitutes a general measure applicable to the majority as well as to the minority, it is in conformity with the letter and the spirit of the stipulations laid down in Article 5, first paragraph, of the Declaration;

2. and if so, whether the Council of the League of Nations can, on the basis of the second paragraph of the said Article, formulate recommendations going beyond the provisions of the first paragraph.

The Albanian and Greek Governments have been notified that they may file written statements with the Registry of the Court, in accordance with the terms of Article 73, § 1, second paragraph of the Rules of Court.

By an Order made on January 26th, 1935, the President of the Court has fixed March 1st, 1935, as the date by which these statements are to be filed. It is expected that the case will be heard in the middle of the month of March.

ALL-INCLUSIVE SUBSCRIPTIONS

TO THE

Publications of the League of Nations for 1935

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FEBRUARY, 1935.

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I.—SUMMARY OF THE MONTH.

February, 1935.

Three important League events have taken place between February 1st and March 1st: the final settlement of the Saar problem and the transfer of the territory to Germany; the resumption of work by the Conference for the Reduction and Limitation of Armaments; and the giving of notice by Paraguay of her withdrawal from the League of Nations.

On March 1st the Saar Territory, of which the administration had been entrusted by the

Treaty of Versailles for a period of fifteen years to the League of Nations, was transferred by the League to the German Government, following the plebiscite of January 13th and in accordance with the Council's decision of January 17th. A formal transfer was made in the name of the Council of the League by Baron Aloisi, Chairman of the Special Committee, called the Committee of Three, which had been instructed to make a final settlement of the Saar question and to see to the necessary

agreements for the purpose being reached by France and Germany.

* * *

On February 14th the Conference for the Reduction and Limitation of Armaments resumed its work at Geneva. Two Committees, one for the regulation of the trade in and manufacture of arms and implements of war, and the other on miscellaneous provisions met to examine the draft of the limited Convention submitted in November by the delegation of the United States of America. The second of these Committees, after discussing the constitution and general duties of the Permanent Disarmament Commission, adjourned till a later date, when the Committee on the supervision of the traffic in arms should have made its proposals known. This latter Committee, after a general consideration of the American draft, referred to a number of drafting sub-committees the preparation of the final texts of the various chapters, taking into account the remarks of various delegations.

* * *

On February 24th the Paraguayan Government notified the Secretary-General of the

intention of the Republic of Paraguay to withdraw from the League of Nations.

* * *

Amongst other events relating to League activities may be mentioned the agreement between Colombia and Peru for the prolongation of the period for ratification by Colombia of the Protocol of Rio de Janeiro; the signature by a number of countries of three veterinary conventions, one for the campaign against contagious diseases, and the two others for facilitating the transit, export and import of products of animal origin, and the meetings of the Malaria Commission at Gorki (Nijni Novgorod), and of the Executive Committee of the International Educational Cinematographic Institute in Rome.

* * *

For the first time since the U.S.S.R. has become a Member of the League of Nations, the Soviet Government submitted for registration, in accordance with Article 18 of the Covenant, a number of treaties (nine in all) relating to conciliation, non-aggression and the definition of the aggressor. None of these treaties had so far been registered by the other contracting States.

II.—ADMINISTRATIVE QUESTIONS.

TRANSFER TO GERMANY BY THE LEAGUE OF THE SAAR TERRITORY.

On January 17th, 1935, as the consequence of the plebiscite which had taken place four days previously, the Council of the League unanimously decided in favour of union with Germany of the whole of the Saar Territory, and fixed March 1st as the date for the re-establishment of Germany in the government of the Saar Basin. At the same time, the Council instructed its Committee of Three (Italy, Argentine and Spain) to decide, in consultation with the French and German Governments and the Governing Commission of the Saar Territory, upon the arrangements necessary for the change of régime in the Territory and upon the manner in which the undertakings should be carried out.

In accordance with the duties entrusted to it, the Council Committee, under the chairmanship of Baron Aloisi, met at Rome from February 5th to the 15th and at Naples on February 16th and 19th. The Committee had the assistance of a delegation of the Financial Committee, consisting of M. Mlynarski, M. Pospisil and M. Tumedei, and was informed of the result of the negotiations that had taken place at Basle

and in Rome between the representatives of the German and French Governments and the Governing Commission.

In a series of decisions appearing in its final Report, dated February 19th, the Committee approved agreements on the following points: monetary questions, mines, railways and other immovable property situated in the Saar, legal position regarding the liabilities and treatment of the property and assets of persons leaving the Saar, social insurance, rights of officials, change of the customs régime and the Supreme Plebiscite Court.* The Committee also adopted a resolution in regard to debts contracted by Saar individuals and legal entities with the sanction of the Governing Commission.†

* * *

The transfer to Germany of the Government of the Saar territory took place on March 1st at Saarbrücken. The members of the Council Committee were delegated by the Council to attend the ceremony.

* See Monthly Summary, Vol. XV., No. 1, page 3.

† The next number of the Monthly Summary will contain an analysis of these various agreements.

On the evening of February 28th, Mr. Knox, Chairman of the Saar Governing Commission,* transferred his powers to Baron Aloisi, President of the Committee of Three, who in his turn handed them over on the morning of March 1st to Dr. Frick, Reichs Minister of the Interior. The Protocol of Transfer reads as follows :

"In its resolution of January 17th, the Council of the League of Nations fixed March 1st, 1935, as the date of the re-establishment of Germany in the Government of the Territory of the Saar Basin in accordance with the Treaty of Peace signed at Versailles on June 28th, 1919.

In pursuance of this resolution, the Committee of the Council of the League of Nations appointed to deal with the questions of the Saar, composed of His Excellency Baron Aloisi, Ambassador of His Majesty the King of Italy, Chief of the Cabinet of the Italian Minister for Foreign Affairs, His Excellency M. Cantilo, Ambassador of the Argentine Republic at Rome, and His Excellency M. Lopez Olivan, Spanish Minister at Berne, has this day solemnly transferred, on behalf of the Council of the League of Nations, the Government of the said Territory to Germany, represented for this purpose by His Excellency Dr. Frick, Minister of Interior of the Reich.

In faith whereof, the above mentioned representatives of the League of Nations and of the German Government have drawn up the present record."

Baron Aloisi, in the name of the Council of the League of Nations, spoke as follows :

"In the name of the League of Nations and in my capacity as Chairman of the Committee of Three which has had to deal with all questions relating to the return of the Saar Territory to the Reich, I have the honour to transfer the Territory definitely to Germany.

Thus a page of post-war history is ended, and at the same time an element of discord in the relations between peoples disappears. I trust that the solution of this problem, which has been reached after long and difficult negotiations, carried out in a spirit of loyalty and mutual

comprehension, will be a good omen for the re-establishment of order and of peace in Europe."

Dr. Frick, Reichs Minister of the Interior, after thanking the Chairman of the Committee and his colleagues, replied as follows :

"This event is not solely of importance to Germany. As you have pointed out, it closes a chapter in European politics which has handicapped the good relations between two great neighbouring peoples during recent years. The German Government is convinced that the settlement of the Saar problem marks a step towards an improvement in the general political situation in Europe and towards peaceful collaboration between peoples."

In the afternoon, the Chancellor of the Reich, M. Adolf Hitler, reached Saarbrücken, and received the members of the Committee of Three at the Hotel de Ville; he gave them personally his thanks and those of the German people for the work which they had done. He referred specially to the activity and loyalty with which the Committee had fulfilled its task and was very satisfied that a particularly delicate and difficult problem had been solved.

* * *

From February 14th onwards, the contingents of the International Force that had come to the Saar to maintain order began to return to their various countries.

In a communication to the Secretary-General, Mr. Knox, Chairman of the Governing Commission, stated that, throughout the stay of the troops, thanks to their perfect discipline, no incident had occurred to disturb the good relations between them and the population. There had also been complete harmony between the various contingents. Owing to the moral effect of the troops' presence in the Saar, the Governing Commission had been able to maintain order during a difficult period without the necessity for the active intervention of the International Force.

* * *

III.—POLITICAL QUESTIONS.

I. DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

The Advisory Committee set up by the Assembly to follow the dispute between Bolivia and Paraguay did not meet during February, 1935.†

The Secretariat of the League meanwhile received a number of communications concerning the removal of the prohibition to supply

arms to Bolivia. These communications were from Sweden, the United Kingdom, France, Italy, Netherlands, U.S.S.R., Poland, Spain, Belgium, Czechoslovakia and India. From them it appears that in these countries the prohibition to export arms and implements of war to Bolivia and Paraguay has been removed as regards Bolivia.

* * *

On February 24th, the Secretary-General received a telegram signed by M. Luis A. Riart, Minister for Foreign Affairs and Ecclesiastical Affairs of Paraguay, informing him of

* Before dissolving, the Governing Commission forwarded to the Secretary-General of the League its 61st and last periodical report concerning the months of January and February, 1935.

† See Monthly Summary, Vol. XV., No. 1, page 9.

that country's decision to withdraw from the League. The telegram runs as follows :

"Paraguay did not reject the recommendations voted by the Assembly on November 24th last for putting an end to the Chaco conflict, but requested that certain fundamental points might be reconsidered, with the object of eliminating features incompatible with the constitution of the country and ensuring that the recommendations should be effective in practice. The Advisory Committee, however, decided that Paraguay's reply was equivalent to a negative and proceeded to inflict the sanctions entailed by the resolution of January 16th last. This decision was the more unexpected in that various chancelleries informed the Paraguayan Chancellery that they would instruct their delegates at Geneva either to vote for the desired reconsideration or in any case to oppose the infliction of sanctions of any kind. These declarations, subsequently confirmed, show that the decision of January 16th does not correspond exactly to the instructions of some of the Governments represented on the Committee, and this circumstance seriously impugns its value. The arms embargo upon the belligerents was the subject of strong protests from Bolivia from the moment of its introduction. That country's protest was founded upon the principle that, inasmuch as the embargo was a sanction, it could not be imposed until the identity of the aggressor had been determined. Paraguay did not object to the measure, regarding it as a legitimate measure of which the neutral Powers could avail themselves in the exercise of their sovereignty in order to stop the war, even before the identity of the guilty party had been determined, on condition of course that it was applied in accordance with the rules of equity.

Notwithstanding Paraguay's repeated demands, the League has constantly evaded entering upon an investigation which would establish the responsibility for the war, thus deliberately disqualifying itself from applying the only sanctions admissible when a conflict has already broken out. Such an investigation would have presented and does present no difficulty. It is notorious and perfectly plain that Paraguay is the victim of a condemnable offence against international law. By raising the embargo on one side only, the Advisory Committee has converted an indirect means of stopping the war into a sanction against one of the belligerents.

No such sanction is provided for in the Covenant, and therefore no legal authority can enact it without impairing the mutual agreement which unites the Members of the League. This action *ultra vires* is aggravated by the fact that in the present case the unilateral embargo is a means of assisting the indubitable aggressor to obtain what he has not been able to secure with the aid of his own long-prepared forces. The Advisory Committee considers that it is Paraguay's duty to refrain from making war upon Bolivia so far as the latter conforms to the Assembly's recommendations. Such a declaration is meaningless in the case of a war which has been proceeding for thirty-two months. The prohibition to resort to war is only applicable under the Covenant

when the conflict has not yet developed into an armed struggle. The Advisory Committee's resolution of January 16th constitutes, in the judgment of the Paraguayan Government, an arbitrary act against which there is no appeal. Having joined the League of Nations in the conviction that her obligations as a Member would be confined to those specified in the Covenant and that she would be treated on a footing of perfect equality with other nations, Paraguay finds herself compelled to leave the League. The Paraguayan Government accordingly hereby gives formal notice as provided in the Covenant of its decision to withdraw from the League of Nations."

The Secretary-General replied to this communication by the following telegram :

"I have the honour to acknowledge receipt of your telegram of February 23rd. By this telegram the Paraguayan Government gives notice of its intention to withdraw from the League in accordance with the provisions of Article 1, Paragraph 3 of the Covenant, which runs : 'Any Member of the League may, after two years' notice, withdraw from the League, provided all its international obligations and all its obligations under the Covenant have been fulfilled at the time of its withdrawal.' I shall not fail to communicate immediately to the Members of the League the Paraguayan Government's telegram and my reply."

2. DISPUTE BETWEEN COLOMBIA AND PERU.

Difficulties of parliamentary procedure have delayed consideration of the Protocol of Rio de Janeiro by the Colombian Congress ; the Colombian Government has thus been unable to proceed to the exchange of ratifications within the period fixed.

That Government has therefore proposed to the Peruvian Government to prolong the period, reaffirming at the same time its intention to observe both the letter and the spirit of the international policy laid down in the Protocol, and stating that it will ask the next Congress to approve the Protocol in question.

The Colombian Minister in Peru informed the Colombian Government that the Peruvian Congress has agreed to the prolongation until November 30th, 1935, of the period for the exchange of ratifications.

In an exchange of notes between their respective Foreign Offices, the two Governments expressed the intention to allow matters to stand as they were at the moment under the Protocol and to maintain the atmosphere of mutual cordiality and confidence which was one of the happy results of the Protocol. Each Government has notified the League and the Brazilian Government of the prolongation agreed upon.

The Colombian and Peruvian Governments

have also decided that the Mixed Commission set up in virtue of Article 6 of the Protocol shall remain in office and receive their cordial support.

As Article 5 of the Protocol provides that the two States shall undertake to prepare

frontier demilitarisation agreements in accordance with the normal requirements of their security, it was decided by each of them that their joint technical Commission will come shortly to Lima for the purpose of preparing these agreements.

IV.—CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

I. REGULATION OF THE TRADE IN AND THE PRIVATE AND STATE MANUFACTURE OF ARMS AND IMPLEMENTS OF WAR.

In accordance with the decision taken by the Bureau of the Conference on November 20th, 1934,* two Committees of the Conference for the Reduction and Limitation of Armaments resumed their work.

Committee for the Regulation of the Trade in and the Private and State Manufacture of Arms and Implements of War met at Geneva on February 14th, 1935, under the Chairmanship of M. de Scavenius, Denmark.

The Committee had before it two documents : a draft of a Convention on the Regulation of the Trade in and Manufacture of Arms, prepared by the Committee itself,† and Draft Articles for a Convention, submitted to the meeting of the Bureau on November 20th, 1934, by the American delegation.

The Committee considered which of these two drafts should be taken as a basis for its discussion. It unanimously agreed that the American Draft was the most suitable, because it followed the lines of the limited Convention envisaged by the Bureau of the Conference on November 20th last.

* * *

The American delegation's draft is divided into four chapters.

Chapter I. Classification of arms and implements of war for the purposes of the Convention into the five following categories :

- I. Military armaments ;
- II. Naval armaments ;
- III. Aerial armaments ;
- IV. Arms and ammunition capable of being used for both military and non-military purposes ;
- V. Arms and ammunition which are designed and intended for non-military use and can only incidentally and exceptionally be used for military purposes.

Chapter II. Provisions relating to the Manufacture of Arms and Implements of War.

Chapter III. Provisions concerning the Trade in Arms and Implements of War.

Chapter IV. Composition, Functions, and Operation of the Permanent Disarmament Commission.

The classification in Chapter I. is mainly based on previous work of Special Committees, and in particular on the proposed classification considered in 1933 by the Technical Committee on Categories of Arms ; this latter proposal was itself drawn from the classification contained in the 1925 Convention on the International Trade in Arms and the draft Convention of 1929 on the Manufacture of Arms.

In Chapter II., dealing with manufacture, there is a provision to the effect that the manufacture of and trade in arms and implements of war is a matter of interest to public international order and that the contracting States assume entire responsibility for the control of these matters in their territories. These States therefore undertake to enact the necessary legal provisions to ensure in the strictest manner the inspection and supervision of the manufacture and the trade, and to conform to international measures of permanent and automatic supervision. The draft also provides that the manufacture of arms and implements of war as set forth in categories I., II. and III., shall not be permitted, unless manufacturers have obtained a licence from their Government, giving the name and address of the manufacturer and a description of the articles to be manufactured. A copy of this licence must be sent to the Permanent Disarmament Commission, which is also to receive certain other information concerning the manufacture of arms in each country.

Chapter III., regarding the trade, contains a provision to the effect that the contracting States undertake not to permit the export of arms and implements appearing in categories I. to V. or the import of articles in categories I. to III., without an export or import licence issued by the Government. Copies of all import or export licences must be forwarded to the Permanent Disarmament Commission, which will also receive certain other information concerning the Trade. It is also provided that, in

* See Monthly Summary, 1934, Vol. XIV., No. 11, page 262.

† See Monthly Summary, 1934, Vol. XIV., No. 7, page 167.

principle, Governments will not permit the export of arms, save for direct supply to the Government of the importing State, or with the consent of such Government. But certain exceptions are provided. The Chapter also contains certain provisions as to the methods of supervision.

The Committee had only to examine Chapter IV. in so far as concerned the regulation of the trade in and private and State manufacture of arms and implements of war. This Chapter provides that it will be the duty of the Permanent Commission to follow and report upon the execution of the Convention, and that to this end it will:

1. Examine the information furnished it under the provisions of the present Convention;
2. Establish an adequate system of publicity for the manufacture of and trade in arms;
3. Establish a permanent and automatic system of investigation;
4. Cause special investigations to be made.

Various provisions in this chapter give details of each of these tasks, and in particular refer to the composition and duties of Committees of Inspection which will carry out investigations on the spot.

In submitting the American draft to the Committee, first for a preliminary discussion and afterwards for a general examination of the chapters, the United States delegate said that to a large extent it was based on previous work and took account of present possibilities of reaching an agreement. He added that the American delegation would be very glad to have any amendments proposed which might improve the draft or render it more effective.

It became clear from the general discussion that the Committee was unanimously desirous of securing an agreement that would establish a very strict national supervision, and even an international supervision, of the manufacture of and trade in arms and implements of war, to correspond to the responsibilities of Governments and to the interests of international public order.

As regards the method of the international supervision, two different tendencies became manifest from the outset; some held that it would be prudent to simplify the provisions of the Convention, in order to facilitate its adoption and enforcement; others favoured rather the establishment of a strict system of supervision. On the one hand the United Kingdom and Italian delegations, who considered that a Convention on the regulation of the manufacture of and trade in arms, and on national

defence expenditure should not provide for inspections by an international body; for such investigations could only be justified to ensure a reduction or limitation of armaments. The examination by a Permanent Disarmament Commission of documents sent in by responsible national authorities, who would themselves in their countries exercise the necessary supervision, seemed sufficient to these delegations in the present case.

On the other hand, certain delegations (in particular the United States, France and U.S.S.R.) considered that only inspections organised in factories by international supervisors would be a sufficient guarantee to create a feeling of confidence. The French delegation suggested that if a publicity by previous notice could be organised, relating both to the annual programme of manufacture and to any manufacture actually undertaken, there would be a sort of automatic limitation; for the figures given by each country in the previous notices would naturally indicate the limitation which the particular State imposed on itself. In such circumstances, it would seem that investigations on the spot might be justified, as a guarantee that the automatic limitation was respected.

It was also pointed out—and opinion seems to be unanimous on the subject—that supervision of the manufacture and the trade, combined with budgetary supervision, might be really effective; for budgetary supervision in itself may give very clear indications of a State's capacity for arming, whilst supervision of the manufacture and the trade enables it to be judged whether the limits fixed, more or less, by the budget estimates were respected. A Permanent Disarmament Commission carrying out this double supervision might consequently be extremely useful; and in the opinion of certain delegates it would help to create a state of mutual confidence which would render the reduction and general limitation of armaments easier.

The United Kingdom delegate observed that the Convention for the regulation of the manufacture of and trade in arms might help to facilitate the application of an arms embargo, where such a measure was judged necessary.

The Italian delegation raised the question whether a study should not be made of the effect of the measures proposed in the draft on the situation of countries that were at war.

* * *

Apart from these general considerations, certain differences of view became manifest during the discussion and led to the proposal

of amendments. We will only mention the chief of these.

Several remarks were made on the question whether, and if so how, civil aircraft should be included in the categories of material to be placed under supervision; the general opinion was that the Convention should not ignore civil aircraft which is capable of military use. Certain delegates wished to differentiate between the treatment of civil and military aviation. While recognising that both should be subjected to a degree of supervision, they proposed that civil aviation should be subjected to a lesser degree of regulation. This being so, it was suggested that aircraft with low power motors and limited speed should be exempted from all international regulation but included in a system of publicity.

The French delegate declared that the classification by categories should be revised and modelled on the various aspects of supervision; for the field of application varied according to the particular aspect (*i.e.* according as the supervision of manufacture, or of trade, or of expenditure was under consideration). The United Kingdom representative insisted on the desirability for simplifying the classification. Various other changes were also proposed: thus the U.S.S.R. delegation asked that the list might include substances of use solely for chemical and incendiary warfare, and implements, appliances and projectiles specially constructed for the employment of these harmful substances; also, that not only powder and explosives intended or destined for war purposes should be mentioned, but likewise their raw materials (salt-petre and sulphur); also that the list of categories should be periodically revised, to take account of inventions and improvements.

Several delegations referred to the manner in which spare parts of arms should be mentioned, and to the classification of sporting weapons or weapons for personal defence, which certain delegates desired to be excluded from regulation.

As regards more particularly the chapter on manufacture, divergent views were manifested on the question whether the American draft provided for strict equality of treatment between private and State manufacture, or whether the supervision was not stricter for the one than for the other. But the general opinion was that this equality of treatment should be complete, although certain delegations did not give up the view that the abolition of all private manufacture would be desirable.

An amendment was proposed by the American delegation itself, to prevent stocks of arms or implements of war remaining concealed in factories, if they were not discovered by inspection.

The question of publicity for subsidies granted by a State to certain private factories was also raised.

It was pointed out that, instead of lists of orders, it might be preferable to make up quarterly statistics corresponding to each of the heads of the various categories of arms and implements of war manufactured, imported or exported, with an indication of the countries of origin and destination.

Various observations were made in regard to the system of licences to manufacture, and in particular as to whether provisions were not necessary to ensure a like treatment for private and State manufacture.

The U.S.S.R. delegation recommended certain changes in the draft on the subject of publicity and information as to war material which private undertakings were capable of manufacturing, publicity of information as to the capacity of an undertaking for manufacture, and the study of any signs that a country is rearming or overarming (extension of factories, financial indications, etc.).

The most important observations made in regard to the chapter on the international trade were those that concerned consignments passing in transit across a third country, responsibility for the transit being held to lie on the country crossed in transit and not on the country of origin. It was also pointed out that if the French proposal for the giving of notice as regards the quantity and value of the annual amount of manufacture were adopted, it would also be necessary to provide for a notice of the quantity and value of the material which it was intended to purchase abroad.

It was also proposed to prohibit the system of export credits for the trade in arms, and likewise to tighten up the supervision of agents and commercial representatives for the sale of war material. A suggestion was also made that an export licence should only be granted on presentation of the corresponding import licence.

The U.S.S.R. delegation proposed a text whereby the contracting States would undertake to prohibit all trade in or transit of arms destined for belligerents, save where assistance was to be given to a country that was the victim of aggression.

The Persian and Afghan delegations insisted that no limitation should be placed on navi-

gation and trade in the Persian Gulf and the Gulf of Oman.

During the general discussion on Chapter IV, the American delegation declared that investigation on the spot must be efficacious without being irritating. There was an exchange of views between supporters and opponents of inspection on the spot: the one side maintained that States must be trusted and that their documents must not be doubted; the other emphasised that only a supervision on the spot, in addition to a supervision of individual weapons, could establish mutual confidence between States, such as was necessary for the reduction of armaments.

The Polish representative emphasised the desirability of permitting States to inform the Permanent Disarmament Commission when, in their view, the manufacture and import of arms in a particular country were assuming alarming proportions.

* * *

As a result of the general discussion, the Committee accepted a programme of work, proposed by its Rapporteur, M. Komarnicki, for the purpose of enabling texts to be drafted rapidly for submission to Governments represented at the Conference for the Reduction and Limitation of Armaments.

There will first be a technical study of the problem of the manufacture of arms and implements of war. This will be the work of a sub-committee, consisting of representatives of all the delegations on the Committee. The Technical Sub-Committee on Categories of Arms and Implements of War will then meet to examine the proposed classification. After that, the question of the trade in arms will be taken up by a sub-committee, also consisting of all the delegations. There will then be another meeting of the full Committee to co-ordinate the work of these various sub-committees.

It is also likely that a special committee of jurists may have to be convoked to consider the legal issues raised by the Italian delegation as to the effect of the convention on the position of belligerent States; the problem of the embargo, raised by the United Kingdom representative, may also have to be studied. Further the Technical Committee on National Defence Expenditure will be summoned to meet in March, to examine from its point of view the duties of the Permanent Disarmament Commission. It is hoped that considerable progress may be made in all these fields by the end of March or the beginning of April.

2. MISCELLANEOUS PROVISIONS.

The Committee on Miscellaneous Provisions of the Conference for the Reduction and Limitation of Armaments met from February 18th to 21st under the Chairmanship of M. Bourquin.

On its agenda were two questions:

- (1) The setting up of a Permanent Disarmament Commission;
- (2) The transformation of the Disarmament Conference into a Permanent Peace Conference (U.S.S.R. proposal).†

The Committee decided to take first that part of the American delegation's proposal relating to the setting up of a Permanent Disarmament Commission, and to consider Articles 17, 18, 19, 34, 35, 36 and 37, which dealt with the establishment of that Commission and with its general duties. The Committee postponed all that concerned the system of supervision itself to enable the Committee for the Regulation of the Trade in and Private and State Manufacture of Arms to announce its conclusions on the measures of control to be embodied in the draft Convention.

It was decided to reserve the Soviet proposal for discussion at a later stage.

V.—TECHNICAL ORGANISATIONS.

1. ECONOMIC AND FINANCIAL ORGANISATION.

*Veterinary Conventions.**

On February 20th, the delegates of the following countries signed three international veterinary conventions: Bulgaria, Czechoslovakia, France, Italy, Latvia, Netherlands, Poland, Rumania, and Switzerland.

These conventions provide for the regulation of: (1) the campaign against contagious

diseases of animals; (2) the transit of animals, meat and other products of animal origin; (3) the export and import of animal products (other than meat, meat preparations, fresh animal products, milk and milk products).

* * *

As early as 1906 the question of combating by international measures the spread of cattle plague, foot-and-mouth disease, anthrax and

* See Monthly Summary, Vol. XIV., No. 10, page 245.

† See Monthly Summary, 1934, Vol. XIV., No. 11, page 263, and No. 6, page 133.

similar diseases was examined by a conference at Baden-Baden held under the auspices of the International Veterinary Congress. The findings of the 1906 gathering and the subsequent conferences convened by the International Veterinary Congress pointed to the need for general conventions dealing with all veterinary questions of international concern.

These questions were at a later date studied in detail by the Economic Committee. Three Draft Conventions were submitted by this Committee to the Council in 1931, and form the basis of those which have now been signed in Geneva.

In October, 1934, the three Drafts were re-examined at a special meeting of representatives of the Governments chiefly concerned; this meeting was convened by the Secretary-General in pursuance of the recommendations of the London Monetary and Economic Conference.

The principal clauses of the Conventions are summarised below:

1. *Campaign against contagious diseases of animals.*

The High Contracting Parties agree to take the necessary legislative and administrative measures to provide:

(a) for a Government veterinary health service and teaching and research institutions for the training of the personnel of veterinary health services;

(b) for supervision of farm animals, slaughter-houses, cattle and meat markets; the production and trade in sera, viruses and microbe cultures; methods of transport; loading and unloading places and quarantine stations;

(c) for the inspection of meat and other animal products intended for sale;

(d) for regular publication of Veterinary Health Bulletins giving full information on diseases of cattle;

(e) for close collaboration with the Veterinary Services of other countries.

2. (a) *Transit of animals, meat and other products of animal origin.*

(b) *Export and import of animal products (other than meat, meat preparations, fresh animal products, milk and milk products).*

The above two Conventions can be signed only by Parties to Convention 1.

The principal aim of the second Convention is to provide maximum facilities—subject only to previous notification—for the transit of livestock, meat and other animal products, while safeguarding the rights of the Contracting Parties to prohibit such transit, in order to

protect themselves against the spread of certain contagious diseases.

In the third Convention, the High Contracting Parties undertake to give all necessary facilities for the export and import of such animal products (other than meat, meat preparations, fresh animal products, milk and milk products) as come from countries which have ratified Convention 1. Animal products such as hides, dried or salted skins, horns, hoofs, claws, tusks, teeth, dried crude wool, woollen waste, dried stomachs, bladders, etc., come within the scope of this Convention.

In case of an outbreak of certain contagious diseases of animals in a territory, the signatories to this Convention reserve the right to take special measures to prohibit, or to impose certain conditions on the import of parts of animals which might contain infection.

These three Conventions, which remain open for signature during one year, constitute the first attempt to codify the regulations and to afford at the same time the greatest possible facilities for the exchange of animals and animal products, and a maximum guarantee against the spread of cattle diseases.

2. HEALTH ORGANISATION.

Meeting of the Malaria Commission.

The Malaria Commission of the Health Organisation is undertaking this year a series of investigations into the treatment and prevention of malaria by synthetic remedies.

A meeting of the members of the Commission entrusted with these investigations was held last October. At the meeting and during subsequent months, the methods of effecting the enquiry were worked out.

The Commission met again on February 19th at Gorki (Nijni Novgorod) (U.S.S.R.) in order to take final decisions on the details of the experiments, and to acquaint themselves with the investigations in progress on the same problem in the U.S.S.R.

This meeting was held at the Institute of Tropical Medicine, the Director of which, Professor Serguiev, is participating in the Commission's work.

The following attended the meeting: Professor Edmond Sergent, Director of the Pasteur Institute of Algeria, Chairman; Doctor L. W. Hackett, Vice-Chairman of the Commission, Director of the Malaria Studies of the Rockefeller Foundation in Italy; Doctor G. Lega, Secretary-General of the School of Malariology, Rome; Doctor L. Anigstein, Head of the Parasitological Laboratory of the Health Institute, Warsaw; Professor M. Ciuca, Professor

of Health in the University of Jassy; Deputy Director of the Institute of Experimental Medicine, Bucarest; Secretary-General of the

Malaria Commission; Doctor E. Pampana, of the Health Section of the Secretariat of the League, Secretary of the Commission.

VI.—INTELLECTUAL CO-OPERATION.

MEETING OF THE EXECUTIVE COMMITTEE OF THE INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

The Executive Committee of the International Educational Cinematographic Institute met at Rome on February 14th.

After hearing the Director's report on the work of the Institute and settling certain administrative questions, the Committee discussed the following points:

A. *Intellectual Rôle of the Cinema.*

In pursuance of a resolution of the International Committee on Intellectual Co-operation, the Committee instructed the Director of the Educational Cinematographic Institute to arrange with the Institute of Intellectual Co-operation in Paris for a meeting to be held as soon as possible of a few persons representing cinematographic and intellectual circles, for the purpose of preparing a plan for a possible enquiry into the intellectual rôle of the cinematograph. This enquiry would be carried out by the two Institutes.

B. *Films on the League of Nations.*

With reference to the proposals of the "Atlantic Film Company" to produce short films (three minutes) on certain aspects of the League's work, the Committee reaffirmed its view already expressed, and instructed the Director of the Institute to repeat his offer to the above Company, asking it to use as a beginning certain scenarii already submitted to the Institute by the International Labour Office.

It also asked the Director to re-examine the possibility of having suitable short film scenarii prepared on the aims and work of the League of Nations.

C. *Film Libraries of Anthropological and Ethnological Questions.*

At the request of the Secretary of the Anthro-

pological and Ethnological Congresses, the Committee instructed the Institute to arrange the collections of films devoted to those sciences. The work would be carried out in collaboration with the Institute of Intellectual Co-operation; a committee of experts would be convened for a previous consideration of the matter.

D. *Communication with National Institutes.*

The Committee instructed the Director of the Institute to collect all possible information on this subject, in order that a system of communication might be established between the International Cinematograph Institute and the representatives of National Institutes and committees dealing with educational cinematography.

E. *Television.*

The Committee decided to set up a committee of representatives of the Institute, which would include representatives of the International Broadcasting Union, to consider all questions concerning the use of television, its relation to the technique of the cinema, its employment for educational and intellectual purposes, its use for promoting closer communication and mutual understanding between peoples, and the establishment of a documentation centre for its development.

F. *Standard small-sized films.*

The Committee referred to the various stages in the negotiations for the adoption of uniform dimensions for small-sized films†, and noted with regret that these negotiations had been inconclusive. It observed that although the high technical qualities of the standard-sized film and apparatus had never been contested, the small-sized film (16 millimetres) had been adopted in preference by a large number of countries, such as Germany, Austria, the United Kingdom, Hungary, Italy, Poland and the United States.

VII.—LEGAL AND CONSTITUTIONAL QUESTIONS.

I. COMPOSITION AND WORKING OF LEAGUE COMMITTEES.*

In accordance with a resolution of the last Assembly, the Secretary-General on October 22nd, 1934, sent to the States-Members, for

their remarks, the report prepared by him on the appointment, composition, and terms of re-appointment of commissions and committees of the League.

In reply to this communication, the Govern-

* See Monthly Summary, Vol. XV., No. 1, page 21.

† See Monthly Summary, Vol. XIV., No. 6, page 155.

ments of Estonia, Latvia, and Lithuania sent identic letters dated February 6th.

In this letter the three Governments complain of their unfavourable position as regards representation on League organs. They observe that so far, with the exception of the Communications and Transit Committee, they have not been represented on any of the permanent committees of the League. They emphasise that States who pay smaller contributions than the Baltic group occupy several seats on such commissions and committees. They add that owing to the present system of election of non-permanent Members of the Council, no representative of the Baltic States has as yet been appointed to a seat on that body.

This situation seems to them incompatible with their political importance and financial contributions, and they announce that the Conference of Baltic States, which met at Tallin from November 30th to December 2nd, 1934, considered the matter and decided to secure the representation of the three countries by one of them, in rotation, on all League bodies of limited size.

The letters of the three Governments were communicated to the Members of the special Committee set up by the Council on January 19th, 1935, to make any necessary corrections, adjustments or improvements in the constitution or in the practice and procedure of League committees.

2. UNDERTAKINGS IN REGARD TO THE PACIFIC SETTLEMENT OF DISPUTES.

PROGRESS IN 1934.

I.—*The General Act.*

In 1934 there were two further accessions to the General Act of September 26th, 1928, by Turkey and Switzerland.

The total number of accessions has thus risen from nineteen to twenty-one.*

II.—*Jurisdiction of the Permanent Court of International Justice.*

I. *Statute of the Court.*

1. Protocol of December 16th, 1920.

The number of States Parties to the Statute of the Permanent Court of International Justice of December 16th, 1920 (States which have signed and ratified) remains unchanged. On December 31st, 1934, it stood at forty-nine.

2. Protocol concerning the revision of the Statute.

The number of States which have ratified

the Protocol of September 14th, 1929, concerning the revision of the Statute of the Permanent Court of International Justice, also remains unchanged. On December 31st, 1934, it stood at forty-six.†

The number of signatures to this Protocol not followed by ratification also remains unchanged. This number is eight. Four only of these eight States are parties to the Protocol of December 16th, 1920: Abyssinia, Brazil, Panama, and Peru. The United States, however, are, in virtue of Article 7 of the Revision Protocol of September 14th, 1929, placed in the same position as that of a State having ratified the Protocol of December 16th, 1920.‡

3. Protocol concerning the accession of the United States.

The number of States which have ratified the Protocol of September 14th, 1929, concerning the accession of the United States of America to the Protocol of signature of the Statute of the Permanent Court of International Justice remains unchanged. On December 31st, 1934, it stood at forty-one.

To enable this Protocol to come into force, the signatures, followed by ratification, of eight other States are required.§

II. *Article 36 of the Statute.*

1. During 1934 no further State bound itself by the clause of Article 36 of the Statute of the Court, which provides for the compulsory jurisdiction of the Court.

2. The obligations previously undertaken by two States, Greece and Hungary, expired in 1934. Hungary's obligation, which expired on August 12th, 1934, has been renewed for five years.|| Greece, whose obligation expired on September 11th, 1934, signed on September 12th, 1934, subject to ratification, a declaration renewing her undertaking; but this has not yet been ratified. Further, Ethiopia, whose previous obligation expired on July 15th, 1933, renewed her undertaking by a declaration dated September 18th, 1934, which also covered the

† These 46 States include Liberia, which has ratified the 1929 Protocol without ratifying the 1920 Protocol.

‡ Abyssinia has announced her intention of ratifying in the near future. Peru and Panama have stated that they see no objection to the entry into force of the amendments without their ratification. The United States have taken the same attitude.

§ These are, of the one part: The United States of America, and, of the other, the following seven States parties to the Protocol of December 16th, 1920: Brazil, Chile, Ethiopia, Haiti, Paraguay, Peru, Salvador. The Ethiopian Government has announced that it will ratify the Protocol in the near future.

|| Hungary renewed her undertaking in a declaration dated May 30th, which was ratified on August 9th, 1934.

* Previous accessions to the General Act: 1929, 3; 1930, 5; 1931, 11; 1932, 0; 1933, 0; 1934, 2.

period between July 15th, 1933, and September 18th, 1934.

Consequently, the number of States bound by Article 36 of the Statute still stands at forty-one,* Greece having ceased to be included in this number, and Ethiopia once again being included.

3. The renewals of obligations were accompanied by the following conditions and reservations :—

(1) *Ethiopia*. Duration : 2 years. Conditional on reciprocity. Reservation in cases where the Parties have agreed to resort to another method of settlement. No other reservation.

(2) *Hungary*. Duration : 5 years. Conditional on reciprocity. No reservation.

4. The number of States which have signed the Optional Clause of Article 36 of the Statute, but are not yet bound, because they have not ratified their signature, has increased from six to seven, owing to the fact that Greece, who was previously bound but whose undertaking has expired, now comes within that category.

III.—*Special Treaties.*

Eight new special treaties concerning the peaceful settlement of disputes were registered with the League of Nations Secretariat.† These eight are bilateral treaties, and the parties to them are as follows :

2 treaties : Denmark, France, Netherlands.

1 treaty : Portugal, Sweden, Switzerland, Venezuela, U.S.S.R.

In principle, these treaties fall into two categories :—

(1) Six provide for the compulsory settlement of disputes (of all disputes or of a certain category of disputes).

(2) Two provide only for conciliation procedure.

* * *

An examination of these treaties as a whole suggests the following observations :—

1. No treaty providing exclusively for arbitration or judicial settlement was registered during the past year.

2. Most of those registered (six out of eight) provide for conciliation as well as arbitration and/or judicial settlement.

* The number of States bound by Article 36 of the Statute of the Court at the end of each year is as follows : 1928, 16 ; 1929, 19 ; 1930, 34 ; 1931, 36 ; 1932, 40 ; 1933, 41 ; 1934, 41.

† Comparison with previous years : 1928, 15 treaties ; 1929, 35 treaties ; 1930, 53 treaties ; 1931, 27 treaties ; 1932, 17 treaties ; 1933, 15 treaties ; 1934, 8 treaties.

Only two provide exclusively for conciliation.

3. The number of treaties submitting all disputes to judicial or arbitral settlement, and of those submitting disputes of a legal nature only to such settlement, is the same.

4. The number of reservations is small. Out of the eight treaties registered, only two contain no reservations. Most of the others, however, contain only one, concerning disputes prior to the treaty.

5. For disputes of a legal character, the Permanent Court of International Justice is chosen as the appropriate jurisdiction ; but the parties by common agreement may have recourse to an arbitral tribunal instead of to the Court.

On the other hand, disputes other than those of a legal character are to be brought before an arbitral tribunal.

GENERAL POSITION AS ON DECEMBER 31ST, 1934.

I.—*General Act of Arbitration.*

(1) The number of States bound by the General Act of Arbitration is twenty-one.

(2) *Geographical Distribution.* The twenty-one States bound by the General Act are distributed as follows :—

A. Europe. Sixteen : Belgium, United Kingdom, Denmark, Estonia, France, Finland, Greece, Irish Free State, Italy, Luxemburg, Netherlands, Norway, Spain, Sweden, Switzerland, Turkey.

B. America. Two : Canada, Peru.

C. Oceania. Two : Australia, New Zealand.

D. Asia. One : India.

E. Africa. None.

(3) *Scope of Accessions.* Of the twenty-one accessions to the General Act, nineteen are applicable to the whole of the Act, and two only (Netherlands and Sweden) are limited to conciliation procedure and judicial settlement.

(4) *Reservations.*

A. Eight accessions carry no reservations, viz., those of : Denmark, Finland, Irish Free State, Luxemburg, Netherlands, Norway, Sweden, Switzerland.

Thirteen are accompanied by reservations : Australia, Belgium, United Kingdom, Canada, Estonia, France, Greece, India, Italy, New Zealand, Spain, Peru, and Turkey.

B. The reservations are as follows :—

(a) Exclusion of disputes concerning facts or situations prior to the accession. Twelve States : Australia, Belgium, United Kingdom, Canada, Estonia, France, Greece, India, Italy, New Zealand, Spain, Turkey.

(b) Exclusion of disputes concerning questions which by international law are solely

within the jurisdiction of States. Twelve States : Australia, United Kingdom, Canada, Estonia, France, Greece, India, Italy, New Zealand, Peru, Spain, Turkey.

(c) Exclusion of disputes with a State not a Member of the League of Nations. Five States : Australia, United Kingdom, Canada, India, New Zealand.

(d) Exclusion of disputes between members of the British Commonwealth of Nations. Five States : Australia, United Kingdom, Canada, India, New Zealand.

(e) Exclusion of disputes affecting the relations between the acceding States and a third Power. Two States : Italy, Turkey.

Further,

A. Six States have excluded disputes for which a different procedure is provided in other treaties : Australia, United Kingdom, Canada, India, Italy, New Zealand.

B. Seven States have provided for the previous intervention of League organisations (in all or in certain cases) : Australia, United Kingdom, Canada, France, India, Italy, New Zealand.

C. Nine States have declared, in application of Article 39 of the General Act, that their reservations extend to conciliation procedure : Australia, Belgium, United Kingdom, Canada, France, Greece, India, New Zealand, Turkey.

It should also be noted that the accession of the following States precludes in principle the obligation of recourse to conciliation procedure* : Australia, United Kingdom, Canada, India, New Zealand.

N.B.—As this note cannot give more detailed information and is not to be regarded as a legal analysis of the reservations, the reader is advised to consult the text of the reservations for the exact terms, which are somewhat varied.

II.—The Optional Clause of Article 36 of the Statute of the Permanent Court of International Justice.

1. On December 31st, 1934, the number of States bound by Article 36 of the Statute of the Court was forty-one. They are distributed as follows :—

A. Europe. 24 States : Albania, Austria, Belgium, United Kingdom, Bulgaria, Denmark, Estonia, Finland, France, Germany, Hungary, Irish Free State, Italy, Latvia, Lithuania, Luxemburg, Norway, Netherlands, Portugal, Rumania, Spain, Sweden, Switzerland, Yugoslavia.

B. America. 10 States : Brazil, Canada, Colombia, Dominican Republic, Haiti, Panama, Paraguay, Peru, Salvador, Uruguay.

C. Asia. 3 States : India, Persia, Siam.

D. Oceania. 2 States : Australia, New Zealand.

E. Africa. 2 States : South Africa, Ethiopia.

2. Up to December 31st, 1934, the number of States which have signed the Optional Clause, but are not yet bound by it, as they have not ratified either the Clause or the Statute of the Court, was seven,† namely : in Europe : Czechoslovakia, Greece, Poland ; in America : Costa Rica, Guatemala, Nicaragua ; in Africa : Liberia.

3. *Duration of the Obligations.*—The 41 States are bound by Article 36 of the Court Statute for the following periods :—

(1) For an unlimited period. Nine : Bulgaria, Colombia, Dominican Republic, Haiti, Panama, Paraguay, Portugal, Salvador, Uruguay ;

(2) For twenty years. One : Irish Free State.

(3) For fifteen years. One : Belgium ;

(4) For ten years. Seventeen : South Africa (and afterwards until denunciation), Australia (and afterwards until denunciation), Austria, Canada (and afterwards until denunciation), United Kingdom (and afterwards until denunciation), Denmark, Estonia, Finland, India (and afterwards until denunciation), Netherlands, New Zealand (and afterwards until denunciation), Norway, Peru, Siam, Spain, Sweden, Switzerland ;

(5) For six years. One : Persia ;

(6) For five years. Eleven : Albania, Brazil, France, Germany, Hungary, Italy, Latvia, Lithuania, Luxemburg, Rumania, Yugoslavia ;

(7) For two years. One : Ethiopia.

4. *Reservations.*—Twenty-two States have made no reservations‡ : Austria, Brazil, Bulgaria, Colombia, Denmark, Dominican Republic, Estonia, Ethiopia, Finland, Haiti, Hungary, Irish Free State, Lithuania, Netherlands, Norway, Paraguay, Panama, Portugal, Siam, Sweden, Switzerland, Uruguay.

Nineteen States have made reservations : South Africa, Albania, Australia, Belgium,

† The position of these seven States is as follows :

(1) Two, Costa Rica and Nicaragua, have signed the Optional Clause without reservation of ratification, but have not ratified the Statute of the Court (Protocol of December 16th, 1920) ;

(2) Two, Guatemala and Liberia, have signed with the reservation of ratification and have not ratified the Court Statute ;

(3) Three, Czechoslovakia, Greece and Poland, have signed the Optional Clause with the reservation of ratification and have not yet ratified.

‡ The condition of reciprocity, stipulated in many accessions, and the clause excluding disputes for which another procedure has been provided by the parties, have not been considered as reservations.

* Where the General Act makes this procedure obligatory, the Council of the League must so decide.

United Kingdom, Canada, France, Germany, India, Italy, Latvia, Luxemburg, New Zealand, Persia, Peru, Rumania, Salvador, Spain, Yugoslavia.

The reservations are as follows :—

A. Exclusion of disputes concerning facts or situations prior to the obligation. Nineteen States : South Africa, Albania, Australia, Belgium, United Kingdom, Canada, France, Germany, India, Italy, Latvia, Luxemburg, New Zealand, Peru, Persia, Rumania, Salvador, Spain, Yugoslavia.

B. Exclusion of disputes concerning questions which by international law fall exclusively within the jurisdiction of States. Ten States : South Africa, Albania, Australia, United Kingdom, Canada, India, New Zealand, Persia, Rumania, Yugoslavia.

C. Exclusion of disputes relating to territorial questions. Three States : Albania, Persia, Rumania.

D. Exclusion of disputes relating to points "which cannot be submitted to arbitration in accordance with the political constitution of the State." One State : Salvador.

E. Exclusion of pecuniary claims. One State : Salvador.

F. Exclusion of disputes other than those arising "out of situations or facts directly or indirectly relating to the application" of treaties or conventions. One State : Persia.

G. Exclusion of disputes between members of the British Commonwealth of Nations. Six States : United Kingdom, South Africa, Australia, Canada, India, New Zealand.

H. Exclusion of disputes with a State not recognised by the Contracting State. One State : Rumania.

Further :

(1) Twenty-one States have excluded disputes for which another procedure is provided by other treaties : South Africa, Albania, Australia, Belgium, United Kingdom, Canada, France, Germany, Estonia, India, Italy, Latvia, Luxemburg, Netherlands, New Zealand, Peru, Persia, Rumania, Siam, Spain, Yugoslavia.

(2) Eleven States have provided under varying conditions for the previous intervention of League organs : South Africa, Australia, United Kingdom,* Canada, France, India, Italy, New Zealand, Peru, Persia, Rumania.

* The formula used by the United Kingdom, South Africa, Australia, Canada, India and New Zealand is as follows :

"... His Majesty's Government reserve the right to require that proceedings in the Court shall be suspended in respect of any dispute which has been submitted to and is under consideration by the Council of the League of Nations, provided that notice to suspend is given after the dispute has been submitted to the Council and is given within ten days of the notification of the initiation

N.B.—As this note cannot give more detailed information and is not to be regarded as a legal analysis of the reservations, the reader is advised to consult the reservations themselves for the terms, which are somewhat varied.

III.—*Special Treaties.*

The total number of special treaties for the peaceful settlement of disputes registered with the League of Nations Secretariat and in force on December 31st, 1934, amounts to 238.†

SPECIAL TREATIES REGISTERED IN 1934.

(I)

Classified List of Treaties for the Pacific Settlement of Disputes registered from January 1st to December 31st, 1934.

The 8 treaties registered in 1934 may be classified as follows :—

6 treaties of conciliation, arbitration and/or judicial settlement ;

2 treaties of conciliation.

1. The 6 treaties of conciliation, arbitration and judicial settlement are :—

No.	Signed.	Registered.
1. 3338—Netherlands, } Venezuela }	April 5th, 1933	Jan. 27th, 1934
2. 3347—Portugal, } Sweden }	Dec. 6th, 1932	Feb. 10th, 1934
3. 3380—Norway, } Netherlands }	March 24th, 1933	March 3rd, 1934
4. 3393—France, } Switzerland }	April 6th, 1925	April 6th, 1934
5. 3423—France, } Spain }	July 10th, 1929	May 19th, 1934
6. 3478—Denmark, } Greece }	April 13th, 1933	Aug. 29th, 1934

2. The two treaties of conciliation are :—

No.	Signed.	Registered.
1. 3346—Chile, } Denmark }	Dec. 23rd, 1931	Feb. 10th, 1934
2. 3409—Latvia, } U.S.S.R. }	June 18th, 1932	April 19th, 1934

(II)

Bilateral or Multilateral Treaties.

The 8 special treaties registered in 1934 were bilateral treaties.

3. INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

Among the treaties and international engagements registered by the Secretariat of the

of the proceedings in the Court, and provided also that such suspension shall be limited to a period of twelve months or such longer period as may be agreed by the parties to the dispute or determined by a decision of all the Members of the Council other than the parties to the dispute."

† More than 238 special treaties for the peaceful settlement of disputes have been registered with the League Secretariat; but a certain number (about 20) are time-expired or have been abrogated.

League during February are to be noted a number submitted, in accordance with Article 18 of the Covenant, by the Union of Soviet Socialist Republics. This is the first time since the Union has been a Member of the League that it has availed itself of this right. The purpose of these treaties, which are nine in number, is mainly conciliation, non-aggression or the definition of the aggressor. None of them had so far been registered by any of the other Contracting States.

These treaties are :

A Treaty of Friendship and Neutrality, with three annexed protocols, between the U.S.S.R. and Turkey, signed at Paris on December 17th, 1925, and a protocol concerning the exchange of ratifications, signed at Stamboul on June 29th, 1926 ;

A Treaty of Neutrality and Non-Aggression between the U.S.S.R. and Afghanistan, signed at Kabul on June 24th, 1931 ;

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A Treaty of Non-Aggression and Pacific Settlement of Disputes, and protocol of signature, between Finland and the U.S.S.R., signed at Helsinki, on January 21st, 1932 ;

A Convention of Conciliation between Finland and the U.S.S.R., signed at Helsinki, on April 22nd, 1932 ;

A Pact of Non-Aggression between France and the U.S.S.R., signed at Paris on November 29th, 1932 ;

A Convention relating to the procedure for conciliation between France and the U.S.S.R., signed at Paris on November 29th, 1932 ;

A protocol renewing until December 31st, 1945, the Pact of Non-Aggression between Poland and the U.S.S.R., of July 25th, 1932, and final Protocol, signed at Moscow on May 5th, 1934.

Other registrations include :—

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A Supplementary Agreement modifying the Convention of July 29th, 1929, between the United States of America and France, for the exchange of money orders between the Postal Administration of the United States of America and that of the Countries of the Levant under French Mandate (Paris, October 8th, 1934), presented by the United States ;

An Arrangement between Hedjaz, Nejd and Dependencies and India, for an exchange of money orders between the Post Office of Hedjaz, Nejd and Dependencies and the Post Office of India (Mecca, September 9th, 1931, and New Delhi, November 9th, 1931), and an Exchange of Subsequent Notes, presented by the United Kingdom ;

An Arrangement between China and India for the Exchange of Money Orders between the Post Office of China and the Post Office of India (Shanghai, May 11th, and Simla, June 13th, 1934), presented by the United Kingdom ;

An Arrangement between Indo-China and Malaya for the Exchange of Parcels by Parcel Post between the Post Office of Indo-China and the Post Office of Malaya, and Detailed Regulations (Kuala Lumpur, September 28th, 1934, and Hanoi, October 8th, 1934), presented by the United Kingdom ;

An Agreement between the Netherlands Indies and Malaya for the Exchange of Money Orders between the Post Office of the Netherlands Indies and the Post Office of Malaya (Bandoeng, October 18th, 1934, and Kuala Lumpur, October 30th, 1934), presented by the United Kingdom.

VIII.—NEW LEAGUE PUBLICATIONS.

TRADE, PRODUCTION AND WORLD STOCKS IN 1934.

The February number of the *Monthly Bulletin of Statistics* has just been published. In addition to its regular tables, it gives information for the period 1929–1934 on the movement of world trade; trade by continental groups; trade movements of individual countries; movement of production of certain commodities in the world as a whole, and in the main producing countries; world stocks of primary commodities; and the number of bankruptcies.

The decline in the *gold value of world trade* grew much less rapid in 1934; in 1930 it was 19.2%; in 1931, 28.6%; in 1932, 32.2%; in 1933, 10.0%; and in 1934, 3.9%.

The gold value of world trade in 1934 was only 33.8% of its value in 1929. This diminution is largely a reflection of the drop in prices on world markets, which slowly continued, in terms of gold, during 1934.

The *quantum of world trade* which by 1932 had fallen to about 74% of what it was in 1929, increased again slightly in 1933, would appear in 1934 as a whole to have maintained the level of the previous year (about 75% of the 1929 figure.)

The changes in the *gold value of imports* by continental groups in 1934, as compared with 1933, were as follows: Africa, -2.7%; North America, -8.2%; Latin America -1%; Asia, -1.3%; Europe (including U.S.S.R.), -4.6%; Oceania, +12.7%; World, -4.0%.

The corresponding changes in the *gold value of exports* were: Africa, -11.9%; North America, -0.6%; Latin America, +4.1%; Asia, +1.4%; Europe (including U.S.S.R.), -5.5%; Oceania, -12.6%; World, -3.7%.

The apparent stability of world trade in 1934 conceals important differences in the trade movements of individual countries.

The *gold value of imports* increased in 1934 (as compared with 1933) in: Yugoslavia by 23%; South Africa, 22%; British Malaya, 19%; Australia, 14%; Rumania, 13%; Hungary and Ceylon, 12%; Finland and New Zealand, 11%; Canada, 9%; and Sweden, 7%. It decreased in: the U.S.S.R. by 34%, China, 25%; France, 19%; Netherlands, 14%; United States of America, 13%; Brazil, 12%; Switzerland, 11%; Netherlands Indies, 10%; Czechoslovakia, 8%; and Belgium, 5%.

The *gold value of exports* increased in: British Malaya by 33%; Estonia and Ceylon, 22%;

Yugoslavia, 14%; Austria, 10%; Sweden, 8%; Finland, 7%; Netherlands Indies, 6%; Czechoslovakia, 5%. It decreased in: South Africa by 25%; Australia, 19%; U.S.S.R. 17%; China, 15%; Germany, 14%; Irish Free State, 13%; Italy, 12%; Bulgaria, 10%; Denmark and Spain, 9%.

Measured in terms of national currency, the value of trade increased in 1934 in practically all countries with depreciated currencies, the increase in the value of exports being particularly marked in the following countries: Estonia, 51%; British Malaya, 45%; Ceylon, 34%; U.S.A. and Argentina, 28%; Czechoslovakia, 25%; Canada, 23%; Brazil, 22%; Sweden, 20%; Yugoslavia, 18%; Japan and Finland, 17%.

The *world production* of pig-iron, steel, zinc, coal, lignite, and petroleum, which reached its minimum in 1932, exceeded in 1934 the figures for 1931 in all cases. World production of petroleum in 1934 was even somewhat larger than in 1929.

World production of pig-iron in 1934 was 27.5% greater than in 1933, and 58.4% greater than in 1932; it still represented, however, only 63.5% of the output in 1929.

World production of steel, which was somewhat better maintained, increased by 61.2% compared with 1932, and 20.7% compared with 1933.

The increase in production of pig-iron in 1934 over that of 1933 was greatest in: Germany, 66%; U.S.S.R., 46%; United Kingdom, 45%; Japan, 21%; and U.S.A., 20.5%; there was a decrease only in France (3%).

World zinc production was higher in 1934 by 20% (51% compared with 1932). Production increased most (compared with 1933) in Canada, 47%; Germany, 43%; Belgium, 27%; Mexico, 26%; and Poland, 22%. In U.S.A., the most important producer, it increased by 13%; production in France dropped by 8%.

World output of coal rose by 9.7% in 1934, the greatest increases occurring in: U.S.S.R., 27.4%; Germany, 13.7%; and Japan, 10.1%.

Petroleum production rose in 1934 by 9.15% in all important producing countries apart from the U.S.A. (the biggest producer, accounting alone for about 60% of world output), whose production only increased by 1.2%.

The general index of *world stocks of primary commodities* has, since the end of 1932, shown only minor fluctuations at an average level

within the jurisdiction of States. Twelve States : Australia, United Kingdom, Canada, Estonia, France, Greece, India, Italy, New Zealand, Peru, Spain, Turkey.

(c) Exclusion of disputes with a State not a Member of the League of Nations. Five States : Australia, United Kingdom, Canada, India, New Zealand.

(d) Exclusion of disputes between members of the British Commonwealth of Nations. Five States : Australia, United Kingdom, Canada, India, New Zealand.

(e) Exclusion of disputes affecting the relations between the acceding States and a third Power. Two States : Italy, Turkey.

Further,

A. Six States have excluded disputes for which a different procedure is provided in other treaties : Australia, United Kingdom, Canada, India, Italy, New Zealand.

B. Seven States have provided for the previous intervention of League organisations (in all or in certain cases) : Australia, United Kingdom, Canada, France, India, Italy, New Zealand.

C. Nine States have declared, in application of Article 39 of the General Act, that their reservations extend to conciliation procedure : Australia, Belgium, United Kingdom, Canada, France, Greece, India, New Zealand, Turkey.

It should also be noted that the accession of the following States precludes in principle the obligation of recourse to conciliation procedure* : Australia, United Kingdom, Canada, India, New Zealand.

N.B.—As this note cannot give more detailed information and is not to be regarded as a legal analysis of the reservations, the reader is advised to consult the text of the reservations for the exact terms, which are somewhat varied.

II.—*The Optional Clause of Article 36 of the Statute of the Permanent Court of International Justice.*

1. On December 31st, 1934, the number of States bound by Article 36 of the Statute of the Court was forty-one. They are distributed as follows :—

A. Europe. 24 States : Albania, Austria, Belgium, United Kingdom, Bulgaria, Denmark, Estonia, Finland, France, Germany, Hungary, Irish Free State, Italy, Latvia, Lithuania, Luxemburg, Norway, Netherlands, Portugal, Rumania, Spain, Sweden, Switzerland, Yugoslavia.

B. America. 10 States : Brazil, Canada, Colombia, Dominican Republic, Haiti, Panama, Paraguay, Peru, Salvador, Uruguay.

C. Asia. 3 States : India, Persia, Siam.

D. Oceania. 2 States : Australia, New Zealand.

E. Africa. 2 States : South Africa, Ethiopia.

2. Up to December 31st, 1934, the number of States which have signed the Optional Clause, but are not yet bound by it, as they have not ratified either the Clause or the Statute of the Court, was seven,† namely : in Europe : Czechoslovakia, Greece, Poland ; in America : Costa Rica, Guatemala, Nicaragua ; in Africa : Liberia.

3. *Duration of the Obligations.*—The 41 States are bound by Article 36 of the Court Statute for the following periods :—

(1) For an unlimited period. Nine : Bulgaria, Colombia, Dominican Republic, Haiti, Panama, Paraguay, Portugal, Salvador, Uruguay ;

(2) For twenty years. One : Irish Free State.

(3) For fifteen years. One : Belgium ;

(4) For ten years. Seventeen : South Africa (and afterwards until denunciation), Australia (and afterwards until denunciation), Austria, Canada (and afterwards until denunciation), United Kingdom (and afterwards until denunciation), Denmark, Estonia, Finland, India (and afterwards until denunciation), Netherlands, New Zealand (and afterwards until denunciation), Norway, Peru, Siam, Spain, Sweden, Switzerland ;

(5) For six years. One : Persia ;

(6) For five years. Eleven : Albania, Brazil, France, Germany, Hungary, Italy, Latvia, Lithuania, Luxemburg, Rumania, Yugoslavia ;

(7) For two years. One : Ethiopia.

4. *Reservations.*—Twenty-two States have made no reservations‡ : Austria, Brazil, Bulgaria, Colombia, Denmark, Dominican Republic, Estonia, Ethiopia, Finland, Haiti, Hungary, Irish Free State, Lithuania, Netherlands, Norway, Paraguay, Panama, Portugal, Siam, Sweden, Switzerland, Uruguay.

Nineteen States have made reservations : South Africa, Albania, Australia, Belgium,

† The position of these seven States is as follows :

(1) Two, Costa Rica and Nicaragua, have signed the Optional Clause without reservation of ratification, but have not ratified the Statute of the Court (Protocol of December 16th, 1920) ;

(2) Two, Guatemala and Liberia, have signed with the reservation of ratification and have not ratified the Court Statute ;

(3) Three, Czechoslovakia, Greece and Poland, have signed the Optional Clause with the reservation of ratification and have not yet ratified.

‡ The condition of reciprocity, stipulated in many accessions, and the clause excluding disputes for which another procedure has been provided by the parties, have not been considered as reservations.

* Where the General Act makes this procedure obligatory, the Council of the League must so decide.

United Kingdom, Canada, France, Germany, India, Italy, Latvia, Luxembourg, New Zealand, Persia, Peru, Rumania, Salvador, Spain, Yugoslavia.

The reservations are as follows:—

A. Exclusion of disputes concerning facts or situations prior to the obligation. Nineteen States: South Africa, Albania, Australia, Belgium, United Kingdom, Canada, France, Germany, India, Italy, Latvia, Luxembourg, New Zealand, Peru, Persia, Rumania, Salvador, Spain, Yugoslavia.

B. Exclusion of disputes concerning questions which by international law fall exclusively within the jurisdiction of States. Ten States: South Africa, Albania, Australia, United Kingdom, Canada, India, New Zealand, Persia, Rumania, Yugoslavia.

C. Exclusion of disputes relating to territorial questions. Three States: Albania, Persia, Rumania.

D. Exclusion of disputes relating to points "which cannot be submitted to arbitration in accordance with the political constitution of the State." One State: Salvador.

E. Exclusion of pecuniary claims. One State: Salvador.

F. Exclusion of disputes other than those arising "out of situations or facts directly or indirectly relating to the application" of treaties or conventions. One State: Persia.

G. Exclusion of disputes between members of the British Commonwealth of Nations. Six States: United Kingdom, South Africa, Australia, Canada, India, New Zealand.

H. Exclusion of disputes with a State not recognised by the Contracting State. One State: Rumania.

Further:

(1) Twenty-one States have excluded disputes for which another procedure is provided by other treaties: South Africa, Albania, Australia, Belgium, United Kingdom, Canada, France, Germany, Estonia, India, Italy, Latvia, Luxembourg, Netherlands, New Zealand, Peru, Persia, Rumania, Siam, Spain, Yugoslavia.

(2) Eleven States have provided under varying conditions for the previous intervention of League organs: South Africa, Australia, United Kingdom,* Canada, France, India, Italy, New Zealand, Peru, Persia, Rumania.

* The formula used by the United Kingdom, South Africa, Australia, Canada, India and New Zealand is as follows:

"... His Majesty's Government reserve the right to require that proceedings in the Court shall be suspended in respect of any dispute which has been submitted to and is under consideration by the Council of the League of Nations, provided that notice to suspend is given after the dispute has been submitted to the Council and is given within a fixed day of the notification of the initiation

N.B.—As this note cannot give more detailed information and is not to be regarded as a legal analysis of the reservations, the reader is advised to consult the reservations themselves for the terms, which are somewhat varied.

III.—*Special Treaties.*

The total number of special treaties for the peaceful settlement of disputes registered with the League of Nations Secretariat and in force on December 31st, 1934, amounts to 238.†

SPECIAL TREATIES REGISTERED IN 1934.

(I)

Classified List of Treaties for the Pacific Settlement of Disputes registered from January 1st to December 31st, 1934.

The 8 treaties registered in 1934 may be classified as follows:—

- 6 treaties of conciliation, arbitration and/or judicial settlement;
- 2 treaties of conciliation.

1. The 6 treaties of conciliation, arbitration and judicial settlement are:—

No.	Signed.	Registered.
1. 3338—Netherlands, Venezuela	April 5th, 1933	Jan. 27th, 1934
2. 3347—Portugal, Sweden	Dec. 6th, 1932	Feb. 10th, 1934
3. 3380—Norway, Netherlands	March 24th, 1933	March 3rd, 1934
4. 3393—France, Switzerland	April 6th, 1925	April 6th, 1934
5. 3423—France, Spain	July 10th, 1929	May 19th, 1934
6. 3478—Denmark, Greece	April 13th, 1933	Aug. 29th, 1934

2. The two treaties of conciliation are:—

No.	Signed.	Registered.
1. 3346—Chile, Denmark	Dec. 23rd, 1931	Feb. 10th, 1934
2. 3409—Latvia, U.S.S.R.	June 18th, 1932	April 19th, 1934

(II)

Bilateral or Multilateral Treaties.

The 8 special treaties registered in 1934 were bilateral treaties.

3. INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

Among the treaties and international engagements registered by the Secretariat of the

of the proceedings in the Court, and provided also that such suspension shall be limited to a period of twelve months or such longer period as may be agreed by the parties to the dispute or determined by a decision of all the Members of the Council other than the parties to the dispute."

† More than 235 special treaties for the peaceful settlement of disputes have been registered with the League Secretariat; but a certain number (about 20) are time-expired or have been abrogated.

League during February are to be noted a number submitted, in accordance with Article 18 of the Covenant, by the Union of Soviet Socialist Republics. This is the first time since the Union has been a Member of the League that it has availed itself of this right. The purpose of these treaties, which are nine in number, is mainly conciliation, non-aggression or the definition of the aggressor. None of them had so far been registered by any of the other Contracting States.

These treaties are :

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TRADE, PRODUCTION AND WORLD STOCKS IN 1934.

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The corresponding changes in the *gold value of exports* were: Africa, -11.9%; North America, -0.6%; Latin America, +4.1%; Asia, +1.4%; Europe (including U.S.S.R.), -5.3%; Oceania, -12.6%; World, -3.7%.

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Measured in terms of national currency, the value of trade increased in 1934 in practically all countries with depreciated currencies, the increase in the value of exports being particularly marked in the following countries: Estonia, 51%; British Malaya, 45%; Ceylon, 34%; U.S.A. and Argentina, 28%; Czechoslovakia, 25%; Canada, 23%; Brazil, 22%; Sweden, 20%; Yugoslavia, 18%; Japan and Finland, 17%.

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World production of steel, which was somewhat better maintained, increased by 61.2% compared with 1932, and 20.7% compared with 1933.

The increase in production of pig-iron in 1934 over that of 1933 was greatest in: Germany, 66%; U.S.S.R., 46%; United Kingdom, 45%; Japan, 21%; and U.S.A., 20.5%; there was a decrease only in France (3%).

World zinc production was higher in 1934 by 20% (51% compared with 1932). Production increased most (compared with 1933) in Canada, 47%; Germany, 43%; Belgium, 27%; Mexico, 26%; and Poland, 22%. In U.S.A., the most important producer, it increased by 13%; production in France dropped by 8%.

World output of coal rose by 9.7% in 1934, the greatest increases occurring in: U.S.S.R., 27.4%; Germany, 13.7%; and Japan, 10.1%.

Petroleum production rose in 1934 by 9.15% in all important producing countries apart from the U.S.A. (the biggest producer, accounting alone for about 60% of world output), whose production only increased by 1.2%.

The general index of *world stocks of primary commodities* has, since the end of 1932, shown only minor fluctuations at an average level

remaining roughly 50% higher than that of June, 1929.

Since the end of 1933 *world stocks* of tea, rubber and lead have slightly increased, while those of tin decreased by 42% and, at the end of 1934, only amounted to one quarter of their volume at the end of 1931. World

stocks, of wheat, coffee, cotton, copper and zinc also diminished in 1934. Those of sugar dropped until September, but showed a marked seasonal increase at the end of the year.

The number of *bankruptcies* was smaller in 1934 in most countries; it increased, however, in France, Switzerland, and the Netherlands.

IX.—FORTHCOMING LEAGUE MEETINGS.

March 14th.—Inter-governmental Advisory Commission for Refugees (Nansen Office), Geneva.

March 25th.—Mixed Committee for the Study of Compensation and Clearing Agreements, Geneva.

March 25th.—Permanent Central Opium Board, Geneva.

March (?) .—Technical Committee of the Commission on National Defence Expenditure, Geneva.

April 1st.—Advisory Committee of Experts on Slavery, Geneva.

April 1st.—Permanent Committee on Arts and Letters, Nice.

April 4th.—Committee on Television, Nice.

April 5th.—Committee for the Prohibition, under the Provisions of the Covenant, of the Supply of War Material to Belligerents, Geneva.

April 10th.—Governing Body of the Nansen International Office for Refugees, Geneva.

April 25th.—Child Welfare Committee, Geneva.

April 29th.—Economic Committee, Geneva.

May 2nd.—Traffic in Women and Children Committee, Geneva.

May 6th.—Financial Committee, Geneva.

May 13th.—Eighty-fifth session of the Council, Geneva.

May 15th.—Sub-Committee on Seizures (Opium Committee), Geneva.

May 20th.—Committee of Statistical Experts, Geneva.

May 20th.—Advisory Committee on Traffic in Opium and Other Dangerous Drugs, Geneva.

June 3rd.—Permanent Mandates Commission, Geneva.

ANNEX I.

Organisations and Commissions of the League of Nations.¹

A.—THE ASSEMBLY.

(Constituted under the Covenant of the League of Nations (Articles 2 and 3); consists of not more than three representatives of each State Member.)

B.—THE COUNCIL.

(Constituted under the Covenant of the League of Nations (Articles 2 and 4); consists of the representatives of the United Kingdom, France, Germany, Italy, Japan and the Union of Soviet Socialist Republics, who are permanent Members, and those of ten other States elected by the Assembly.)

Membership in 1934-35.

Argentina	Italy
Australia	Japan
United Kingdom	Mexico
Chile	Poland
Czechoslovakia	Portugal
Denmark	Spain
France	Turkey
Germany	Union of Soviet Socialist Republics

C.—THE SECRETARIAT.

(Constituted under the Covenant of the League of Nations (Articles 2 and 6); consists of "a Secretary-General and such secretaries and staff as may be required".)

D.—COMMITTEES, COMMISSIONS AND COMMISSIONERS OF THE LEAGUE OF NATIONS.

I.—REDUCTION OF ARMAMENTS.

1. THE PERMANENT ADVISORY COMMISSION ON MILITARY, NAVAL AND AIR QUESTIONS.

(Constituted under Article 9 of the Covenant. The members are appointed by and are representatives of the Governments of the States represented on the Council.)

Argentina	—	Italy (<i>continued</i>)	Lieutenant-Colonel Tancredi BIANCHI.
Australia	—		Commander Conte Jacopo ROSSI.
United Kingdom	Major-General A. C. TEMPERLEY.		Commander G. PRELLI.
	Major J. K. McNAIR.		Lieutenant-General A. PELLEGRINI.
	Rear-Admiral Roger M. BELLAIRS.		Colonel V. MARCHESI.
	Lieutenant-Commander W. H. BERNIER.	Japan	—
	Group Captain L. L. MacLEAN.	Mexico	Colonel Conrado L. RUIZ.
Chile	Lieutenant-Colonel H. LUCCO.	Poland	Brigadier-General S. BURHARDT-BUKACKI.
Czechoslovakia	Brigadier-General A. ELIAS.		Colonel G. BLESZYNSKI.
	Lieutenant-Colonel O. FARCZY.		Commander E. SOLSKI.
Denmark	Lieutenant-Colonel Kristian KNUDSEN.	Portugal	Colonel Janusz DE BEAURAIN.
	Commander Carl HAMMEFICH.		General Chief of Staff of the Army José da Silva BASTO.
France	Lieutenant-General Riquis.	Spain	Lieutenant-General J. G. BESITEX.
	Colonel BAUDOUX.		Vice-Admiral J. MONTAGUT Y MIRÓ.
	Captain E. DELFRUX.		Colonel S. GARCIA DE PRUNEDA.
	General H. E. MONTCHARD.	Turkey	—
Germany	—	U.S.S.R.	M. Semen VENTZOFF.
Italy	General Commanding an Army Corps Alberto DE MASINI STROPASSO DI RICCIAMONTE.		

¹ For the Committees and Commissions of the International Labour Organisation, see the publications of the International Labour Office.

² See *Monthly Summary*, 1921, Vol. VI, No. 6, page 231, rules for the election of the ten non-permanent Members of the Council; and Vol. XIII, No. 10, page 213.

- 2. CHAIRMEN OF THE COMMISSIONS OF INVESTIGATION.

(Appointed by the Council under the regulations concerning the exercise of its right of investigation.)

General CALCAGNO. *Commission of Investigation in Austria :*

General SCHUURMAN. *Commission of Investigation in Bulgaria :*

General BARATIER. *Commission of Investigation in Germany :*

Brigadier-General CHARLTON. *Commission of Investigation in Hungary :*

II.—COMMISSION OF ENQUIRY FOR EUROPEAN UNION.

(List of Members.)

President : M. Edouard HERRIOT (France).

Vice-Presidents : M. G. MOTTA (Switzerland) ;
M. N. POLITIS (Greece).

Albania :
Austria :
Belgium :
United Kingdom of Great Britain and Northern Ireland :
Bulgaria :
Czechoslovakia :
Denmark :
Estonia :
Finland :
France :
Germany :
Greece :
Hungary :
Irish Free State :
Italy :
Latvia :
Lithuania :
Luxemburg :
Netherlands :
Norway :
Poland :
Portugal :
Roumania :
Spain :
Sweden :
Switzerland :
Turkey :
Union of Soviet Socialist Republics :
Yugoslavia :

Governments invited.

Free City of Danzig :
Iceland :

Observers.

Canada :
China :
Japan :

III.—THE TECHNICAL ORGANISATIONS.*

I. THE HEALTH ORGANISATION.

(Constituted in 1920 and organised in 1922 by the Assembly.)

A. *The Health Committee.*

Dr. Th. MÅDSEN, Director of the "Staten Serum Institute," Copenhagen (Danish) (*Chairman*).

Professor G. BASTIANELLI, Professor of Medical Semeiology at the University of Rome, Director of the Superior Institute of Malariology (Italian).

Professor Wolff BRONNER, Director of the Government Dermatological Institute, Professor at the Faculty of Medicine, Moscow, Head of the Foreign Health Information Service, Vice-President of the Scientific Medical Council of the People's Commissariat of Public Health (U.S.S.R.).

Sir George BUCHANAN, ex-Senior Medical Officer, Ministry of Health (British) (*Vice-Chairman ex officio*).

Dame Janet CAMPBELL, ex-Senior Medical Officer, Ministry of Health (British).

Dr. H. CARRIÈRE, Director of the Federal Public Health Service (Swiss).

* Where not otherwise indicated, members of the Technical Organisations sit in an individual capacity.

- Dr. W. CIEPIKO, former Minister of Health of Poland, Director of the State School of Hygiene (Polish).
- Dr. Denis J. COFFEY, Vice-Chancellor of the National University, Dublin; Representative of the National University of Ireland on the General Medical Council; President of the Medical Registration Council (Irish Free State).
- Surgeon-General H. S. CRYSTON, Director-General of the United States Public Health Service (American) (*Vice-Chairman for 1934-35*).
- Professor J. G. FITZGERALD, Professor of Preventive Medicine at Toronto University; Director of the School of Health and Connaught Laboratories (Canadian).
- Dr. J. HONG LUI, Chief of the Health Administration of the National Government of the Republic of China, Nanking,* or
- Dr. F. C. YEH, Dean of the Medical School, Woosung, Shanghai (Chinese).
- Professor HUSAMETTIN-KUFAL, Under-Secretary of State for Health (Turkish) (*Vice-Chairman for 1934-35*).
- Dr. N. M. J. JIJTA, President of the Public Health Council of the Netherlands (Netherlands) (*Vice-Chairman for 1934-35*).
- Dr. Bela JONAN, Director of the State Institute of Hygiene (Hungarian).
- Professor Ricardo JORAN, Technical President of the *Conseil supérieur d'hygiène*, Lisbon (Portuguese).
- Dr. LASSER, Inspector-General of Public Health for Algeria (French).
- Dr. A. LUTERARIO, former Honorary Director-General of Public Health, Ministry of the Interior (Italian) (*Vice-Chairman for 1934-35*).
- Dr. M. T. MORGAN, Medical Officer, Ministry of Health (British).
- Professor J. PAFNOT, Director of the Institute of Hygiene, Faculty of Medicine, Nancy (French).
- Professor G. PITTALUGA, Professor of Parasitology at the University and Director of the Health School, Madrid (Spanish).
- Lieutenant-Colonel A. J. H. RUSSELL, Public Health Commissioner with the Government of India.
- Dr. René SAND, Technical Counsellor, League of Red Cross Societies, Paris (Belgian).
- Dr. M. TERAUCHI, Representative of the Central Sanitary Bureau, Ministry of the Interior (Japanese).

Secretariat:

D. RAJCHMAN, Director of the Health Section of the League of Nations.

B. Commissions in Relation with the Health Committee.

(a) Malaria Commission.

Dr. A. LUTERARIO (*Chairman*).

Professor G. BASTIANELLI (*Vice-Chairman*).

Professor M. CIUCA (*Secretary-General*), Medical School, Bucarest.

Dr. HUSAMETTIN-KUFAL.

Professor R. JORGE.

General LASSER.

Professor G. PITTALUGA.

Colonel A. J. H. RUSSELL.

Experts:

M. BONANICO, Chief of the Bureau of Civil Engineers, Rome.

Dr. F. BOYD, International Health Board of the Rockefeller Foundation.

Professor E. BRUMPT, Faculty of Medicine, Paris.

Dr. Saliou DE BURN, National Health Institute, Madrid.

Colonel S. R. CHRISTOPHERS, London School of Hygiene and Tropical Medicine.

Lieut.-Colonel G. COVELL, Assistant Director, Malaria Survey, Karauli, India.

Dr. R. GEYER, Institute for Medical Research, Kuala Lumpur (Federated Malay States).

Dr. L. W. HACKETT (*Vice-Chairman*), Rockefeller Foundation, Malaria Section, Public Health Institute, Rome.

Colonel S. P. JAMES (*Vice-Chairman*), Ministry of Health, London.

Dr. I. J. KLINER, Health Department, Hebrew University, Jerusalem.

Professor L. MATTEUCCI, Pasteur Institute, Paris.

Professor A. MINGHINI, Director of the Malaria Section, Public Health Institute, Rome.

Professor D. ORTICARNI, Royal University of Bologna.

Professor W. SCHURRER, Director of the Tropical Hygiene Section of the Royal Colonial Institute, Amsterdam.

Professor Ed. SEYDIER (*Vice-Chairman*), Director of the Pasteur Institute of Algeria, Algiers.

Lieut.-Colonel J. A. SIMON, Director, Malaria Survey of India, Karauli.

Dr. Louis N. H. SWELLENGREVE, Institute of Tropical Hygiene, Amsterdam.

Sir Malcolm WATSON, London School of Hygiene and Tropical Medicine.

Dr. C. M. WHEATON, Director-in-Chief, Wellcome Bureau of Scientific Research, London.

Correspondents:

Dr. L. ANTONIOWSKI, State Health Institute, Warsaw.

Dr. M. PATERAKI, Health Centre, Athens.

Dr. H. A. HARRIS, Rockefeller Foundation.

Dr. A. PAVENET, Chief of the Central Section of Malaria and Ankylostomiasis, Buenos Aires.

Dr. C. A. BENNETT, Director of Public Health, Calcutta.

Mr. H. F. GARCIA, Government Malaria Unit, Colombia.

* In the case of a country as China, it is not possible for one member to attend each session of the Health Committee, hence the alternative.

Dr. R. K. COLLINS, Rockefeller Foundation, Ministry of Health, Sofia.
 Dr. FERREL, Rockefeller Foundation, New York.
 Dr. M. GIAQUINTO MIRA, Director of the Anti-Malaria Service of Guatemala.
 Professor C. HOFFMANN, National University, Mexico.
 Professor Makato KOIDZUMI, Faculty of Medicine of the University of Keio, Japan.
 Dr. A. LABRANCA, General Directorate of Public Health, Ministry of the Interior, Rome.
 Dr. G. LIVADAS, Malaria Division, School of Hygiene, Athens.
 Dr. E. MARKOFF, Inspector of Malaria attached to the Bulgarian Health Service, Sofia.
 Dr. B. de MEILLON, South African Institute for Medical Research, Johannesburg.
 Professor W. MOLOFF, Faculty of Medicine, Sofia.
 Dr. H. MORIN, Pasteur Institute, Saigon.
 Dr. PELTIER, Chief Medical Officer of the Health Service of the Somali Coast.
 Dr. M. RANKOV, Director of the Institute of Tropical Medicine, Skopje, Yugoslavia.
 Dr. J. SCHWETZ.
 Professor SERGIEV, Director of the Institute for Tropical Medicine, Moscow.
 Sir Thomas STANTON, Colonial Office, London.
 Professor WALCH, University, Batavia.
 Dr. L. L. WILLIAMS, Chief of Anti-Malaria Section, U.S. Public Health Service.
 Dr. Senior WHITE, Chief Malariologist, Bengal Nagpur Railway, India.
 Dr. Y. T. YAO, Chief of the Department of Parasitology and Malariology, Wei Sheng Shu, Nanking.
 Professor G. ZOTTA, Serological Institute, Bucharest.

(b) *Opium Commission of the Health Organisation.*

Dr. H. CARRIÈRE (*Chairman*).
 Dr. CHODZKO.
 Surgeon-General CUMMING.
 Dr. J. HENG LIU.
 Professor HUSAMETTIN-KURAL.
 Professor Ricardo JORGE.
 Dr. T. MORGAN.
 Dr. N. TSURUMI.

(c) *Biological Standardisation Commission.*

Professor Th. MADSEN (*Chairman*).
 Professor U. G. BIJLSMA, Pharmacological Laboratory, University of Utrecht (Netherlands).
 Sir Henry H. DALE, Director of the National Institute for Medical Research (British).
 Professor HATENEVR, Director of the Central Institute for the Supervision of Serums and Vaccines (U.S.S.R.).
 Dr. HIRSZFELD, Director of the State Health Institute (Polish).
 Dr. Robert LIM, Professor of Physiology at Peiping Union Medical College (Chinese).
 Dr. G. W. MCCOY, Director of the National Health Institute, Washington (American).
 Professor Romano MAGGIORA, Director of the Micrographical and Bacteriological Laboratory of Public Health, Ministry of the Interior, Rome (Italian).
 Professor Louis MARTIN, Director of the Pasteur Institute (French).
 Professor SORDELLI, Director of the Buenos Aires Health Institute (Argentinian).
 Professor M. TIFFENEAU, Professor at the Faculty of Medicine, Paris (French).
 Professor C. VOEGTLIN, Professor of Pharmacology at the Health Laboratory, Washington (American).

2. ECONOMIC AND FINANCIAL ORGANISATION.

(Established on the recommendation of the Brussels Financial Conference of 1920; except where otherwise indicated, the members of the Committees of this Organisation are appointed by the Council in an individual capacity.)

A. *The Economic Committee.*

M. BRAMSNAES, Director of the National Bank, former Minister of Finance (Danish).
 M. Carlos BREBBIA, Under-Secretary of State in the Ministry of Agriculture, former Commercial Attaché at the Argentinian Legation in Rome (Argentinian).
 M. A. DI NOLA, Director-General of the *Istituto italiano di Credito Fondiario*, Honorary Director-General at the Ministry of Corporations (Italian).
 M. F. DOLZAL, Under-Secretary of State in the Ministry of Commerce and Industry (Polish).
 M. P. ELBEL, Member of Parliament, Honorary Director of Commercial Agreements at the Ministry of Commerce (French).
 Dr. H. M. HIRSCHFELD, Director-General of Commerce and Industry at the Ministry of National Economy and Labour (Netherlands).
 M. N. ITO, Envoy Extraordinary and Minister Plenipotentiary (Japanese).
 Sir F. W. LEITH ROSS, Chief Economic Adviser to the British Government (British).
 M. Alfred DE NICKL, Envoy Extraordinary and Minister Plenipotentiary, Director-General of Commercial Agreements at the Ministry for Foreign Affairs (Hungarian).
 Dr. F. PEROUTKA, Director-General of the Czechoslovak National Bank (Czechoslovak).
 Mr. James Harvey ROGERS, Professor of Political Economy at Yale University (American).
 M. Boris ROSENBLUM, Head of the Economic Section of the People's Commissariat for Foreign Affairs, Professor at the Institute of World Economy and Politics (U.S.S.R.).
 Dr. Richard SCHÜLLER, Envoy Extraordinary and Minister Plenipotentiary, former Chief of the Economic Section at the Ministry for Foreign Affairs (Austrian).
 M. D. STEYN, Permanent Representative of South Africa to the League of Nations (South African).
 Dr. W. STUCKI, Minister Plenipotentiary, Director of the Commercial Division at the Federal Department of Public Economy (Swiss).

Corresponding Members:

- M. J. A. BARROSA-CARNEIRO, Commercial Attaché at the Brazilian Embassy in London (Brazilian).
 M. A. FLORES DE LARREA, Professor of Political Economy at Madrid Central University, Director-General of Public Revenue at the Ministry of Finance (Spanish).
 M. G. JENSEN, General Director of the Central Statistical Office of Norway (Norwegian).
 M. H. JÄRVINEN, Professor at the Higher Commercial School (Finnish).
 M. F. VAN LANGENHOVE, Secretary-General of the Ministry for Foreign Affairs (Belgian).
 Mr. J. DE LAYDON, Secretary of the Department of Industry and Commerce (Irish Free State).
 Sir Harry LIDDEY, Director of the Imperial Institute (India).
 M. L. V. LUNDQVIST, Director of the Federation of Swedish Industries (Swedish).
 M. RAFAEL MARTÍNEZ MENDOZA, Member of the Academy of Political and Social Sciences (Venezuelan).
 M. Radołf Minkwitz, Head of the Treaties Section at the Ministry for Foreign Affairs (Estonian).
 M. W. MÜNSTER, Envoy Extraordinary and Minister Plenipotentiary, Secretary-General of the Ministry for Foreign Affairs (Latvian).
 Professor E. NICOLSCA, Minister Plenipotentiary (Roumanian).
 M. SERRACAPANE, former Minister of Finance, President of the Governing Body of the Chilian Central Bank (Chilian).
 Dr. Milan Tomorovic, Professor of Political Economy at Belgrade University, Technical Adviser on Economic Questions at the Ministry for Foreign Affairs (Yugoslav).
 M. S. U. ZAO, Director of the Bureau of Industrial and Commercial Information at the Ministry of Industry, Commerce and Labour (Chinese).

B. Financial Committee.

- M. DAYRAN, Inspector of Finance (French) (*Chairman*).
 Mr. Norman H. DAVIS, former Assistant Secretary of the Treasury, Director of the Bank of New York and Trust Company (American).
 M. JANSSEN, former Minister of Finance (Belgian).
 M. C. H. TER MEULEN, of Hope & Co., Amsterdam (Netherlands).
 Dr. Feliks MYRBAERT, Professor at the Higher Commercial School, Warsaw, former Vice-President of the Bank of Poland (Polish).
 Sir Otto NISSELYER, Bank of England (British).
 Dr. V. POŠTAL, Minister Plenipotentiary, former Governor of the National Bank of Czechoslovakia (Czechoslovak).
 M. RYGE, President of the National Bank of Norway (Norwegian).
 M. Shiro SUMASUYE, Representative of the Bank of Japan in London (Japanese).
 Sir Henry STRACHAN, Chairman of the Union Corporation, Ltd., London (South African).
 M. Alexander SVANBERG, Chairman of the Bank for Foreign Trade, Moscow (U.S.S.R.).
 M. Carlos A. TORQUIST (Argentinian).
 M. C. TURRINI, Under-Secretary of State in the Ministry of Justice, Deputy, Vice-President of the *Istituto Mobiliare Italiano* (Italian).
 A Member of the Fiscal Committee to be nominated by the Fiscal Committee.

1. Financial Reconstruction of Austria.

Representative of the League of Nations in Vienna.

(Appointed by the Council.)

- Dr. M. B. ROSE VAN TONNINGEN (Netherlands).

Adviser to the National Bank.

(Appointed by the Council.)

- M. Maurice FRIEKE (Belgian).

Trustees for the Foreign Guaranteed Loan issued under the Protocol of October 4th, 1922.

(Appointed by the Council.)

- M. Albert JANSSEN, former Minister of Finance (Belgian).
 Mr. JAY, of Morgan & Co., Paris (American).
 M. Marcus WALLENIUS, Vice-President of the Stockholms Enskilda Bank (Swedish).

Agent of the Trustees in Vienna:

Austrian National Bank, Vienna.

Trustees for the Austrian Government International Guaranteed Loan, 1933-53, and the Austrian Government Guaranteed Conversion Loan, 1934-59.

(Appointed by the Council.)

- M. Jacques BARRI, Honorary Inspector-General of Finance, former President of the *Comité de Contrôle de l'Exportation des Capitaux* (French).
 M. Antonio GASTRONE, Director-General of the Bank of Albania (Italian).
 Viscount GILBERT, Member of the London Board of the Ottoman Bank, Director of the Westminster Bank (British).

2. Financial Reconstruction of Hungary.

Representative of the Financial Committee in Budapest.

(Appointed by the Council.)

- Mr. F. W. TAYLOR (American).

Adviser to the National Bank.

(Appointed by the National Bank of Hungary through the good offices of the Bank for International Settlements.)

Mr. H. J. BRUCE (British).

Trustees for the Foreign Loan issued under the Protocol of March 14th, 1924.

(Appointed by the Council.)

Cav. di Gr. Cr. Giuseppe BIANCHINI (Italian).

M. C. E. TER MEULEN, of Hope & Co., Amsterdam (Netherlands).

Sir Henry STRAKOSCH, Chairman of the Union Corporation, Ltd., London (South African).

Agent of the Trustees in Budapest:

Hungarian National Bank, Budapest.

3. Adviser to the Bank of Greece.

(Appointed by the Bank of Greece in Consultation with the Financial Committee.)

Mr. H. C. F. FINLAYSON (British).

*4. Bulgaria.**Settlement of Refugees and Financial Stabilisation.**(a) Commissioner of the League of Nations in Sofia.*

(Appointed by the Council.)

M. Pierre CHEYSSON (French).

(b) Adviser to the National Bank.

(Appointed by the Council.)

Professor N. KOESTNER (Estonian).

(c) Trustees for the Settlement of the Refugees Loan issued under the Protocol of September 8th, 1926.

(Appointed by the Council.)

Cav. di Gr. Cr. Giuseppe BIANCHINI (Italian).

Sir Herbert LAWRENCE (British).

M. Marcus WALLENBERG, Vice-President of the Stockholms Enskilda Bank (Swedish).

Mr. Lewis P. SHELDON (American).

(d) Trustees for the Stabilisation Loan issued under the Protocol of March 8th, 1928.

(Appointed by the Council.)

Count DE CHALENDAR (French).

Sir Otto NIEMEYER, Bank of England (British).

Mr. Lewis P. SHELDON (American).

*5. Danzig.**(a) Municipal Loan, 1925.**(b) Free City Loan, 1927.**Trustee for Both Loans.*

(Appointed by the Council.)

M. C. E. TER MEULEN, of Hope & Co., Amsterdam (Netherlands).

Agent of the Trustee:

Bank of Danzig, Danzig.

*6. Estonia.**Loan issued under the Protocol of December 10th, 1926.**Trustee.*

(Appointed by the Council.)

M. Albert JANSSEN (Belgian).

C. Committee of Statistical Experts.

Mr. R. H. COATS, Dominion Statistician, Ottawa (Canadian).

Mr. E. D. DURAND, United States Tariff Commission, Washington (American).

Sir Alfred W. FLUX, formerly Chief of the Statistical Service of the Board of Trade, London (British).

Professor C. GINI, Professor at the Royal University (*Scuola di Statistica*), Rome (Italian).

M. M. HUBER, Director of General Statistics, Paris (French).

M. G. JAHN, Minister of Finance, formerly Director of the Central Statistical Office, Oslo (Norwegian).

Dr. J. LORENZ, President of the Committee of Social Statistics, Fribourg (Swiss).

Dr. H. W. METHORST, Director-General of the Statistical Office, The Hague (Netherlands).

Mr. E. SZTUM DE SZTREM, Director of the Central Statistical Office, Warsaw (Polish).

M. V. DORE, Director of the Statistical Service in the International Institute of Agriculture, Rome (Italian).

Mr. J. W. NIXON, Chief of the Statistical Section of the International Labour Office (British).

D. Fiscal Committee.

- M. HANS HALL, Director-General of the Federal Administration of Taxes (Swiss).
 Dr. G. G. GILBERT, Superintendent of Finances, Director, Chief of Division at the Department of Taxes, Ministry of Finance (Italian).
 M. MARCEL FERRIER, Director-General, *hors cadres*, at the Ministry of Finance (French).
 Dr. M. H. B. CAMPBELL, Counsellor-at-Law (American).
 M. GEORGES MONTAVINOS, Director-General at the Ministry of Finance (Greek).
 M. R. FORTMAN, Acting Director-General of the Administration of Taxes (Belgian).
 M. JOSE NAVARRO REVELANTE Y GOMIS, Deputy Governor of the Spanish Mortgage Bank (Spanish).
 Dr. J. H. R. SIKKINGHE DANST, Director-General of Finances at the Ministry of Finance (Netherlands).
 Sir Percy THOMPSON, Vice-President of the Board of Inland Revenue (British).

Corresponding Members:

- Mr. A. F. CORRETT, Commissioner for Inland Revenue (South African).
 M. BUKO GJRA, Secretary-General at the Ministry of Finance (Albanian).
 Mr. H. J. SUTHERAN, Secretary to the Commonwealth Treasury (Australian).
 Dr. RUDOLF EDER, Ministerial Counsellor at the Ministry of Finance (Austrian).
 M. PAULO DE LIMA TAVARES, Head of the Central Accounting Section of the Republic (Brazilian).
 M. STOVAN ANGEFF, Head of the Tax Department at the Ministry of Finance (Bulgarian).
 Mr. G. FRASER ELLIOTT, Commissioner of Income Tax (Canadian).
 M. JULIO PIZZELLI, Director-General of National Taxation (Chilian).
 Dr. JOAQUIN MARTINEZ SAENZ, Minister, Treasury (Cuban).
 Dr. BOHUMIL VLASAK, Minister Plenipotentiary, Head of Section at the Ministry of Finance (Czechoslovak).
 M. VON DER HEDDE, President of the Supreme Board of Taxation (Danish).
 M. LADENMANN, Counsellor of State, Chief of the Administration of Direct Taxation (Danzig).
 M. LOUIS ENRIQUE B. CORDERO, Director of Taxation at the Ministry of Finance (Ecuadorian).
 ALI ABDEL-WAHAB PASHA, Under-Secretary of State in the Ministry of Finance (Egyptian).
 M. JULIAN VAAHT, Professor in the Faculty of Law, Tartu University (Estonian).
 M. JUHO ARAHAINEN, President of the Court of Audit (Finnish).
 Dr. ALEXANDER KUNST, Chief of Section at the Ministry of Finance (Hungarian).
 M. HELGI BREIM, Commercial Delegate of the Government of Iceland for Spain, Italy and Portugal (Icelandic).
 Mr. J. B. VACHHA, Commissioner of Income Tax (Indian).
 M. ABOLGHASSEM KHAN FOROUSHAN, Under-Secretary of State at the Ministry of Finance (Iranian).
 Mr. W. D. CARRY, Revenue Commissioner (Irish Free State).
 M. SATARO ICHIMURA, Chief of the Taxation Department at the Ministry of Finance (Japanese).
 M. FR. KLEINER, Director of the Taxation Department at the Ministry of Finance (Latvian).
 Dr. SAX, Member of the Council of State, Director of the Administration of Taxation (Luxemburg).
 M. MANUEL GOMEZ MORIN, Economist (Mexican).
 Mr. Charles Edwin JAMES DOWLAND, Commissioner of Taxes (New Zealander).
 M. W. KRIST, Chief of Division at the Ministry of Finance (Norwegian).
 M. EDUARDO DE ALBA, Director of the National Bank (Panamanian).
 M. WACLAW KOSZKO, Director of the Department of Taxes at the Ministry of Finance (Polish).
 Dr. ARMANDO MONTIÑO, Minister for the Colonies (Portuguese).
 Dr. GEORGE CARANIEL, Counsellor to the Economic Department of the Ministry for Foreign Affairs (Roumanian).
 M. CHAO VIVATJANA JAYAYANT, Director-General of Revenue at the Ministry of Finance (Siamese).
 Dr. P. K. VILÉN, Chief of Section at the Finance Ministry (Swedish).
 Bay CEMAL, President of the Inspection Office at the Ministry of Finance (Turkish).
 M. OCTAVIO MONATO, General Manager of the *Banco de la República O. del Uruguay* (Uruguayan).
 M. HENRIQUE FLORIZ DEBUIS, President of the Venezuelan Credit Bank (Venezuelan).
 Dr. DUBAN LITVIN, Deputy Minister of Finance (Yugoslav).

3. COMMUNICATIONS AND TRANSIT.

Advisory and Technical Committee for Communications and Transit.

The Advisory and Technical Committee for Communications and Transit was established at the request of the Assembly by the first General Transit Conference in 1921, and renewed by the General Conference of 1923, 1927 and 1931. The Committee is composed of members appointed by the States represented permanently on the Council and by other States chosen by the Conference, having regard to technical interests and the principle of geographical representation.

- M. A. REQUE (appointed by the Government of Spain), Engineer for Roads and Bridges (*Chairman*).
 M. V. MONAROW (appointed by the Government of Poland), Chairman of the Polish Delegation to the Danzig Harbour Board (*Vice-Chairman*).
 Dr. CHUNG CHAO WANG (appointed by the Government of China), Representative of the Ministry of Railways and Director of the Chinese Government Purchasing Commission, London (*Vice-Chairman*).
 M. G. BLANCHET MONTAUD (appointed by the Government of Cuba), Minister at Berne and Permanent Delegate to the League of Nations.
 M. A. DE CARLOS (appointed by the Government of Uruguay), Envoy Extraordinary and Minister Plenipotentiary in Belgium, Switzerland and the Netherlands.
 M. A. JURETSKY DE SACZINSKY (appointed by the Government of Hungary), Admiral, Envoy Extraordinary and Minister Plenipotentiary, Delegate to the International Danube Commission.
 M. PAUL DUBREUIL (appointed by the Government of France), Honorary President of the General Council of Roads and Bridges and of the High Council of Public Works.

- M. R. HEROLD (appointed by the Government of Switzerland), Chief of District of the Federal Railways.
- M. F. HOSKIER (appointed by the Government of Denmark), Director of the Ministry of Public Works.
- M. N. ITO (appointed by the Government of Japan), Envoy Extraordinary and Minister Plenipotentiary in Poland.
- Mr. D. W. KEANE (appointed by the Government of the United Kingdom), Representative of the United Kingdom on the International River Commissions.
- M. Pierre KIRSANOFF (appointed by the Government of the U.S.S.R.), Chief of the International Relations Service at the People's Commissariat for Communications (U.S.S.R.).
- M. V. KRBEK (appointed by the Government of Czechoslovakia), Engineer, Consul-General at Trieste.
- M. M. NORDBERG (appointed by the Government of Finland), Consul-General, Commercial Attaché at Paris.
- M. J. DE RUELLE (appointed by the Government of Belgium), Legal Adviser to the Ministry for Foreign Affairs.
- M. G. SINIGALIA (appointed by the Government of Italy), former Chief Inspector and Adviser of the Board of Directors of the Royal State Railways.
- M. E. SPELUZZI (appointed by the Government of the Argentine Republic), Engineer.
- Dr. A. DE VASCONCELLOS (appointed by the Government of Portugal), Envoy Extraordinary and Minister Plenipotentiary, Permanent Delegate to the League of Nations, former President of the Council and Minister for Foreign Affairs.

Secretariat :

- M. R. HAAS, Secretary-General of the Advisory and Technical Committee, Director of the Communications and Transit Section of the League of Nations.

PERMANENT COMMITTEES.

1. PERMANENT COMMITTEE FOR PORTS AND MARITIME NAVIGATION.

Sir Norman HILL, Bart. (*Chairman*).

(a) *Committee for Ports :*

- Mr. G. E. BAKER, Assistant Secretary of the Board of Trade of the United Kingdom.
- M. Léon DENS, Senator (Belgium).
- M. G. INGIANNI, Director-General of the Italian Mercantile Marine.
- Captain M. NORTON, former Director of the Portuguese Lighthouse Service.
- M. P. H. WATIER, Counsellor of State, Director of Navigable Waterways and Maritime Ports in the French Ministry of Public Works.

(b) *Committee for Maritime Navigation :*

- M. G. BRETON, Shipowner (France).
- M. J. B. VAN DER HOUVEN VAN OORDT, former President of the Netherlands Shipowners' Association.
- M. ITO.
- Mr. Arthur H. MATHIESEN, former President of the Norwegian Shipowners' Association.
- M. A. PALANCA, Naval Architect, Representative of the *Società Triestina di Navigazione Cosulich*, Trieste.
- Mr. W. Leslie RUNCIMAN, of the Shipping Company Walter Runciman & Co., Ltd., Member of the Council of the Chamber of Shipping of the United Kingdom.

2. PERMANENT COMMITTEE FOR INLAND NAVIGATION.

- M. Silvain DREYFUS (*Chairman*).
- M. A. DELMER, Secretary-General of the Department for Roads and Bridges at the Belgian Ministry of Public Works.
- M. DIETRICH DE SACHSENFELS.
- Mr. KEANE.
- M. KRBEK.
- M. C. ROSSETTI, Minister Plenipotentiary, Representative of Italy on the International River Commissions.
- M. F. L. SCHLINGEMANN, Chief Engineer, Director of the *Rijkswaterstaat*.
- M. Milan YOVANOVITCH, Director of Inland Navigation in Yugoslavia.

3. PERMANENT COMMITTEE FOR TRANSPORT BY RAIL.

- M. HEROLD (*Chairman*).
- M. M. CASTIAU, Secretary-General of the Belgian Ministry of Transport.
- M. C. M. GRIMPRET, Vice-President of the General Council of Roads and Bridges and of the High Council of Public Works of France.
- M. SINIGALIA.
- Dr. Ching-Chun WANG.
- Sir Francis DENT, former Chairman of the Railways Committee of the Second General Conference on Communications and Transit, ex Managing Director of the South-Eastern & Chatham Railway.
- Dr. H. GRÜNEBAUM, Ministerial Counsellor at the Austrian Federal Ministry for Commerce and Communications.
- M. KRAHE.
- M. F. MOSKWA, Head of Division at the Polish Ministry of Communications.
- M. SPELUZZI.

} *Bureau.*

Colonel T. A. HIAM, formerly personal assistant to the President of the Canadian National Railways.
 M. Albert REGNOUL, Honorary Assistant Director of the Paris-Lyons-Mediterranean Railway Company.

*Technical Advisers
 assisting the Chairman.*

4. PERMANENT COMMITTEE ON QUESTIONS REGARDING ELECTRICITY.

M. DE VASCONCELLOS (*Chairman*).

Sir John BROOKE, Electricity Commissioner, London.

M. Oreste JACOBINI, Engineer, Chief of the Main Service of the Italian State Railways.

M. LAUNAY, Chief of the Roads Department, of Hydraulic Power and Distribution of Electric Energy at the French Ministry of Public Works.

A Swedish member.

The following will be invited to take part in the work of the Committee :

The Chairman of the International Executive Committee of the World Power Conference.

A representative of the *Conférence internationale des grands réseaux électriques à haute tension*.

A representative of the *Commission électrotechnique internationale*.

A representative of the *Union internationale des Producteurs et Distributeurs d'énergie électrique*.

5. PERMANENT COMMITTEE ON ROAD TRAFFIC.

M. NORDBERG (*Chairman*).

Mr. P. C. FRANKLIN, of the Roads Department, Ministry of Transport of the United Kingdom.

M. Pierre AL. GHICA, Member of the Committee of the International Association of Recognised Automobile Clubs (Roumania).

M. E. MELLINI, Chief Inspector of Railways, Tramways and Automobiles of the Kingdom of Italy.

M. Henri ROTHMUND, Chief of the Police Division of the Swiss Federal Department of Justice and Police.

M. Václav ROUBÍK, Engineer, Director of the Czechoslovak Ministry of Public Works.

M. José N. URGOITI, Civil Engineer (Spain).

M. A. VALSINGER, Head of the Technical Service of the Swedish Department of Roads and Bridges.

M. C. WALCKENAER, Inspector-General of Mines at the French Ministry of Public Works.

6. PERMANENT LEGAL COMMITTEE.

Count E. PIOLA-CÁSELLI, Senator, President of Section at the Court of Cassation, Rome (*Chairman*).

M. G. NAUTA, Barrister at Rotterdam (*Vice-Chairman*).

Mr. W. E. BECKETT, Assistant Legal Adviser, Foreign Office.

M. Jan HOSTIE, Secretary-General of the Central Commission for Rhine Navigation ; former Legal Adviser at the Belgian Department of Marine.

M. René MAYER, *Maître des requêtes honoraire au Conseil d'Etat de France*, Professor at the *Ecole libre des Sciences politiques*, Paris.

M. MODEROW.

Dr. Ivan SOUBBOTITCH, Head of the Section of International Law and Counsellor at the Yugoslav Ministry of Foreign Affairs.

7. BUDGET SUB-COMMITTEE.

The Chairman in office of the Advisory and Technical Committee (*Chairman*).

M. Silvain DREYFUS.

M. HOSKIER.

Mr. KEANE.

M. MODEROW.

M. ROSSI.

M. DE RUELLE.

IV.—INTELLECTUAL CO-OPERATION.

I. COMMITTEE ON INTELLECTUAL CO-OPERATION.

(Constituted in accordance with a resolution of the Second Assembly ; the members are appointed by the Council in an individual capacity.)

Professor Gilbert A. MURRAY, Professor of Greek at Oxford University (*Chairman*).

M. M. ANESAKI, Professor of the Philosophy of Religion at the University of Tokyo.

M. B. SANIN CANO (Colombian), Man of Letters and Publicist.

M. José CASTILLEJO, Professor of the Institutions of Roman Law at the University of Madrid.

M. Julio DANTAS, President of the Academy of Science, Lisbon ; Professor and Director of the Conservatoire.

M. Gösta S. FORSELL, Professor of Radiology at the University of Stockholm ; Member of the Swedish Academy of Science.

M. Edouard HERRIOT, Deputy ; Author and Journalist ; former Prime Minister of the French Republic.

M. B. C. J. LODER, former President of the Permanent Court of International Justice, The Hague.

Sir Sarvapalli RADHAKRISHNAN, Professor of Philosophy at the University of Calcutta ; Vice-Chancellor, Andhra University, Waltair, India.

M. G. DE REYNOLD, Professor at the Federal Polytechnic School at Zurich and at Fribourg University ; Chairman of the Swiss Committee on Intellectual Co-operation.

- M. Alfredo Rocco, Professor at the Faculty of Law, Rector of Rome University, Chairman of the Italian National Committee on Intellectual Co-operation; Member of the *Reale Accademia nazionale dei Lincei* (Vice-Chairman).
- Mr. J. T. SHOTWELL, Professor of History at Columbia University; Director of the Division of Economics and History of the Carnegie Endowment for International Peace; Chairman of the American National Committee on Intellectual Co-operation.
- M. Heinrich VON SRBIK, Professor of History at the University of Vienna; Member of the Academy of Science at Vienna, Munich, Göttingen and Lund.
- M. Joseph SUSTA, Professor of General History at Charles University, Prague; former Minister of Education; Chairman of the Czech National Committee on Intellectual Co-operation.
- M. N. TITULESCO, Professor at the University of Bucharest; former Minister of Finance, Foreign Minister.
- M. Wu-SHI-FEE, Member of the Faculty of Peiyang University, Tientsin, and of the Nanyang College, Shanghai; Chairman of the Committee for the Unification of Pronunciation of the Chinese Language; Editor of the newspaper *Chung Hua Sin Pao*.

Representing the Secretary-General of the League of Nations:

- M. M. PILOTTI, Deputy Secretary-General of the League of Nations in charge of the Section on International Bureaux and Intellectual Co-operation.

Representing the International Labour Office:

- M. F. MAURETTE, Assistant Director.

Representing the International Institute of Intellectual Co-operation:

- M. H. BONNET, Director.

Executive Committee of the Committee on Intellectual Co-operation.

(The Executive Committee is delegated by the Committee on Intellectual Co-operation to carry on the work of intellectual co-operation between the Committee's sessions. It consists of the Chairmen of the Committee on Intellectual Co-operation and of the Governing Body of the International Institute of Intellectual Co-operation, of five members of the Committee on Intellectual Co-operation and two other persons elected by the Committee on Intellectual Co-operation from outside its own membership.)

- Professor Gilbert MURRAY (Chairman of the Committee on Intellectual Co-operation).
 M. Edouard HERRIOT (Chairman of the Governing Body of the Institute of Intellectual Co-operation).
 M. CASTILLEJO.
 M. DE REYNOLD.
 M. Rocco.
- } *Members of the Committee on Intellectual Co-operation.*
- Sir Frank HEATH, Hon. Director of the Universities Bureau of the British Empire; Fellow of University College, London.
- M. Julien CAIN, Administrator-General of the Bibliothèque Nationale, Paris.

2. INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION, PARIS.

(a) *Governing Body.*

By agreement between the French Government and the Council of the League, the members of the Committee on Intellectual Co-operation also sit as the Governing Body of the International Institute.

(b) *Directors' Committee.*

Appointed by the Governing Body of the Institute with the approval of the Council of the League. Same Members as the Executive Committee, under the chairmanship of the Chairman of the Governing Body; the two members of the Executive Committee who are not members of the Committee on Intellectual Co-operation sit in an advisory capacity on the Directors' Committee.

3. PERMANENT COMMITTEES OF EXPERTS.

(a) *Permanent Committee on Arts and Letters.*

(Constituted under a resolution of the Eleventh Assembly.)

- M. DESTREE (Chairman).
 Professor Gilbert MURRAY.
 M. DE REYNOLD.
- } *Representatives of the Committee on Intellectual Co-operation.*
- Professor Bela BARTOK, Professor at the *Conservatoire* at Budapest; Composer and Orchestra Conductor (Hungarian).
 M. Karel CAPEK, Author and Dramatist (Czechoslovak).
 M. COSTA DU REIS, Writer (Bolivian).
 M. Henri FOCILLON, Professor of the History of Art at the Sorbonne (French).
 M. Salvador DE MADARIAGA, former Professor of Spanish Literature at Oxford University; Minister of State (Spanish).
 M. Thomas MANN, Author (German).
 M. Ugo OJETTI, Author and Journalist (Italian).
 Professor Ragnar ÖSTBERG, Architect (Swedish).

M. R. PARIBENI, Directeur des Beaux-Arts in Italy ; Member of the Italian Royal Academy (Italian).
 M. Josef STRZYGOWSKI, Professor of the History of Art at Vienna University (Austrian).
 Mlle. H. VACARESCO, Authoress ; Member of the Roumanian Academy (Roumanian).
 M. Paul VALÉRY, Member of the Académie française (French).

(b) *Advisory Committee for League of Nations Teaching.*

(Under a resolution adopted by the Council on September 22nd, 1933, and approved by the Fourteenth Assembly, the former "Sub-Committee of Experts for the Instruction of Youth" is replaced by the "Advisory Committee for League of Nations Teaching", appointed by the International Committee on Intellectual Co-operation. The Executive Committee of the Intellectual Co-operation Organisation may also appoint not more than five assessors for each session, according to the nature of the questions submitted to the Advisory Committee.)

<i>Members of the International Committee on Intellectual Co-operation.</i>	}	Professor Gilbert MURRAY.
		Professor J. T. SHOTWELL.
		Professor J. CASTILLEJO.
<i>Members of the former Sub-Committee of Experts for the Instruction of Youth.</i>	}	Professor G. GALLAVRESI.
		Madame DREYFUS-BARNEY.

The International Labour Office, the International Institute of Intellectual Co-operation and the International Educational Cinematographic Institute will also be represented at the sessions of the Advisory Committee.

(c) *Directors' Committee of the International Museums Office.*

M. Jules DESTREE (*Chairman*), Member of the Committee on Intellectual Co-operation, former Minister for Science and Arts (Belgian).

M. D. BAUD-BOVY (Swiss), Chairman of the Swiss Federal Committee of Fine Arts.
 M. Sanchez Y CANTON (Spanish), Assistant Director of the Prado Museum at Madrid.
 Mr. L. Vail COLEMAN (American), Director of the American Museums Association.
 M. R. DUPIERREUX (Belgian), Professor at the Antwerp Institute of Fine Arts.
 Sir Cecil HARCOURT SMITH (British), Surveyor of His Majesty the King of England's works of art.
 M. GUIFFREY (French), Keeper of the paintings and drawings at the Louvre Museum.
 M. F. PELLATI (Italian), Chief Inspector of Fine Arts in Italy.

4. INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE, ROME.

(a) *Governing Body.*

(Appointed under Council resolutions of September 1928, March 1929, September 1929, January and May 1931, and May 1933, the members act in their individual capacity.)

Professor Alfredo ROCCO (*Chairman*).

Mr. J. W. BROWN, Director of the British Film Institute.

Count CARTON DE WIART, Belgian Minister of State ; Member of the League of Nations Child Welfare Committee.

M. Henri FOCILLON, Professor at the Sorbonne, Paris.

Dr. Nagendra Nath GANGULEE, Doctor of Philosophy ; Professor of Agriculture and Rural Economy at the University of Calcutta.

M. Nicolas DE KOZMA, Ministerial Counsellor ; Chairman-Director of the Hungarian Telegraph Agency.

M. Rodolfo LLOPIS, Deputy in the Cortes ; former Director-General of Primary Education, Madrid.

M. Louis LUMIÈRE, Member of the *Institut de France*.

Mlle. Gabriela MISTRAL, Authoress ; former Head Mistress of a Secondary School for Girls, Chile.

M. Georges OPRESCU, Professor at the University of Bucharest.

M. Ryszard ORDYNSKI, President of the Polish Film Industry Association.

Professor Gonzague DE REYNOLD, Member of the International Committee on Intellectual Co-operation.

(b) *Permanent Executive Committee.*

(Appointed by the Governing Body of the Institute, with the approval of the Council of the League.)

M. A. ROCCO (*Chairman*).

Mr. J. W. BROWN.

M. Henri FOCILLON.

M. DE KOZMA.

M. DE REYNOLD.

The following have the right to take part in an advisory capacity in the sessions of the Governing Body and the Permanent Executive Committee, either in person or through a representative :

The Secretary-General of the League of Nations.

The Director of the International Labour Office.

The Director of the International Institute of Intellectual Co-operation.

The President of the International Institute of Agriculture.

5. INTERNATIONAL INSTITUTE AT ROME FOR THE UNIFICATION OF PRIVATE LAW.

(a) *Governing Body.*

(Appointed under Council resolutions of March 1927, September 1929, January 1933, March and September 1934, and January 1935.)

M. M. D'AMELIO (*Chairman*), First President of the *Cour de Cassation* of Italy, Senator.

M. CAPITANT (French), Professor of Civil Law at the Faculty of Law, University of Paris.

M. J. DESTREE (Belgian), Deputy, former Belgian Minister of Science and Arts.

M. R. FERNANDES (Brazilian), former Ambassador at Brussels.
 Sir Cecil BARRINGTON HURST (British), President of the Permanent Court of International Justice.
 M. B. C. J. LODER (Netherlands), former President and Judge of the Permanent Court of International Justice.
 M. J. M. MANZANILLA (Peruvian), Professor of Civil Law and Economics, Minister at Rome.
 M. A. ROCCO (Italian), former Minister of Justice, Professor at the Faculty of Law, Rome University.
 M. Felipe Sanchez ROMAN, Professor of Civil Law at Madrid University (Spanish).
 M. S. RUNDSTEIN (Polish), Legal Adviser to the Polish Ministry for Foreign Affairs.
 M. N. TITULESCO (Roumanian), former Minister of Finance, Foreign Minister.
 M. O. UNDEŃ (Swedish), Chancellor of the University of Upsala.
 (One seat vacant.)

(b) *Permanent Committee.*

M. J. DESTRIÉE.
 (Two seats vacant.)

V.—ADMINISTRATIVE COMMISSIONS, MANDATES, MINORITIES, ETC.

1. THE PERMANENT MANDATES COMMISSION.

(Constituted under paragraph 9 of Article 22 of the Covenant. The members are appointed by the Council in an individual capacity and not as representatives of their Governments.)
 Marquis A. THEODOLI (*Chairman*), Senator, former Under-Secretary of State at the Colonial Ministry (Italian).

Baron F. M. VAN ASBECK, former Secretary to the Government of the Netherlands Indies, some time Professor of Law at Batavia (Netherlands).
 Mlle. V. DANNEVIG, Principal of the Vestheim High School, Oslo (Norwegian).
 Lord LUGARD, former Governor of Nigeria (British).
 M. M. MERLIN, Honorary Governor-General of Colonies (French).
 M. Pierre ORTS, Minister Plenipotentiary (Belgian).
 M. L. PALACIOS, former Under-Secretary of State, Professor at Madrid University (Spanish).
 Count de PENHA GARCIA, former Minister of Finance, Vice-President of the International Colonial Institute at Brussels (Portuguese).
 M. William RAPPARD, Professor at Geneva University (Swiss).
 M. N. SAKENOBÉ, former Minister of Japan in Chile (Japanese).

Expert of the International Labour Organisation :

Mr. C. W. H. WEAVER.

2. ADVISORY COMMITTEE OF EXPERTS ON SLAVERY.

(Constituted in accordance with a decision taken by the Assembly on October 12th, 1932.)
 M. Albrecht GOHR (*Chairman*), Honorary Secretary-General of the Belgian Ministry for the Colonies ; Member of the Committee of Experts for Native Labour (Belgian).
 M. A. NEIJTZELL DE WILDE (*Vice-Chairman*), Head of the Department for Juridical Questions and for League of Nations Affairs at the Netherlands Ministry for the Colonies ; ex-President of the Legislative Assembly of the Netherlands Indies (Netherlands).
 M. José D'ALMADA, Colonial Adviser to the Portuguese Ministry for Foreign Affairs (Portuguese).
 M. Th. MARCHAND, Governor of Colonies ; ex-Commissioner of the French Republic in the Cameroons (French).
 Sir George MAXWELL, late Chief Secretary to the Government, Federated Malay States (British).
 Mme. Isabel OYARZABAL DE PALENCIA, Spanish Delegate to the International Labour Conference and to the Assembly of the League of Nations (Spanish).
 Commendatore Tullio ZEDDA, former Secretary-General of the Government of Eritrea (Italian).

3. SAAR BASIN GOVERNING COMMISSION.

(Constituted under the Treaty of Versailles. The members are appointed for one year by the Council in an individual capacity.)

(In conformity with paragraph 39 of the Annex to Articles 45-50 of the Treaty of Versailles, the powers of the Governing Commission terminated as from March 1st, 1935.)

Mr. KNOX (*Chairman*) (British).

M. D'EHRNROOTH (Finnish).

M. KOSSMANN (Saar).

M. MORIZE (French).

M. ZORICIC (Yugoslav).

4. HIGH COMMISSIONER FOR THE LEAGUE OF NATIONS IN DANZIG.

(Appointed under Article 103 of the Treaty of Versailles.)

Mr. Sean LESTER (Irish Free State).

5. PRESIDENT OF THE UPPER SILESIAN MIXED COMMISSION.

(Appointed by the Council under Article 564 of the German-Polish Convention on Upper Silesia of May 15th, 1922.)

M. Félix CALONDER (Swiss).

6. PRESIDENT OF THE UPPER SILESIAN MIXED ARBITRAL TRIBUNAL.

(Appointed by the Council under the German-Polish Convention on Upper Silesia.)

M. G. KARCKENBEECK (Belgian)

VI.—SOCIAL QUESTIONS.

I. ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

(Constituted by the Council under a resolution of the First Assembly. The members represent their Governments; the assessors are appointed by the Council in an individual capacity.)

Austria	Dr. BRUNO SCHULTZ.
Belgium	M. CARNOY.
Bolivia	M. COSTA DU RELS.
United Kingdom	Mr. S. W. HARRIS.
Canada	Col. CH. H. L. SHARMAN.
China	Dr. HOO CHI-TSAI.
Egypt	T. W. RUSSELL Pasha.
France	M. BOURGOIS.
Germany	—
India	Mr. G. S. HARDY.
Iran	M. Vram PILOSSIAN.
Italy	M. CAVAZZONI.
Japan	M. YOKOYAMA.
Mexico	Dr. ENRIQUE JIMÉNEZ.
Netherlands	M. W. G. VAN WETTUM.
Poland	Dr. CHODZKO.
Portugal	Dr. A. DE VASCONCELLOS.
Siam	Phya Subarn SOMPATI.
Spain	M. JULIO CASARES.
Sweden	Major HUGO VON HEIDENSTAM.
Switzerland	Dr. CARRIÈRE.
Turkey	Cemal HÜSNÜ Bey.
United States of America	Mr. STUART J. FULLER (appointed by his Government to attend in an unofficial capacity).
Uruguay	M. ALFREDO DE CASTRO.
Yugoslavia	M. SAVA OBRADOVITCH.

Assessors :

Mr. L. A. LYALL, former Commissioner of the Chinese Maritime Customs.
Dr. DE MYTTEAERE, Inspector-General of Pharmacies in Belgium.

Secretariat :

M. Eric Einar EKSTRAND, Director of the Opium Traffic and Social Questions Sections.

2. THE PERMANENT CENTRAL OPIUM BOARD.

(Constituted under Article 19 of the Geneva Convention of 1925. Its members are appointed by the Council in an individual capacity.)

Sir Atul CHATTERJEE (Indian).
Professor FERRARI DALLE SPADE (Italian) (*temporarily replacing M. Gallavresi*).
Mr. L. A. LYALL (British).
Mr. H. L. MAY (American).
M. Dragan MILICEVIC (Yugoslav).
M. M. MIYAJIMA (Japanese).
Dr. M. TIFFENEAU (French).

3. SUPERVISORY BODY CREATED UNDER ARTICLE 5 OF THE CONVENTION FOR LIMITING THE MANUFACTURE AND REGULATING THE DISTRIBUTION OF NARCOTIC DRUGS OF JULY 13TH, 1931.

Sir Malcolm DELEIVINGNE (British). Appointed by the Advisory Committee on Traffic in Opium and Other Dangerous Drugs.

Mr. Herbert L. MAY (American). Appointed by the Permanent Central Opium Board.

Dr. M. TIFFENEAU (French). Appointed by the Health Committee.

Dr. H. CARRIÈRE (Swiss). Appointed by the *Office international d'Hygiène publique* in Paris.

These appointments have been made for a period of three years from the date of the coming into force of the Convention—*i.e.*, from July 9th, 1933.

4. ADVISORY COMMISSION FOR THE PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

(Is composed of the Traffic in Women and Children Committee and of the Child Welfare Committee.)

Reconstituted in 1925 under a resolution of the Fifth Assembly. Its members are appointed by and represent their Governments; the assessors are appointed by the Council in an individual capacity.)

Members (the Members sit on both Committees) :

Belgium	COUNT CARTON DE WIART.
Chile	Dr. LUIS CALVO-MACKENNA.
United Kingdom	Mr. S. W. HARRIS.
Denmark	Mme. ESTRID HEIN.
France	M. REGNAULT.
Germany	—

India	Mrs. SUBBARAYAN.
Italy	Count Ugo CONTI.
Japan	M. YOKOYAMA.
Poland	Dr. CHODZKO.
Roumania	Princess CANTACUZÈNE, Mr. V. V. PELLA.
Spain	Mme. DE MARTINEZ SIERRA.
Turkey	Djelal HAZIM Bey.
United States of America	Miss LENROOT.
Uruguay	Dr. BAUZA.

Assessors for Traffic in Women and Children Committee :

Mr. S. COHEN, Jewish Association for the Protection of Girls, Women, and Children.
 Mlle. Andrée KURZ, *Fédération internationale des Amies de la jeune fille.*
 Mlle. LAVIELLE, *Union internationale des Ligues féminines catholiques.*
 Mme. DE MONTENACH, *Association catholique internationale des œuvres de protection de la jeune fille.*
 Mme. AVRIL DE SAINTE-CROIX, *Organisations féminines internationales.*
 Mr. SEMPINS, International Bureau for Suppression of Traffic in Women and Children.
 Dame Rachel CROWDY.
 Mr. Bascom JOHNSON.
 Liaison Officer with the International Labour Office.

Assessors for Child Welfare Committee :

Mlle. BURNIAUX, *Fédération internationale des syndicats ouvriers.*
 Dr. Fanny DALMAZZO, *Union internationale des Ligues féminines catholiques.*
 Dr. René SAND, *Ligue des Sociétés de la Croix-Rouge.*
 M. CASTILLO NAJERA, Pan-American Institute for Child Welfare.
 Mme. E. VAJKAI, *Union internationale de Secours aux enfants.*
 Mlle. Emilie GOURD, *Organisations féminines internationales.*
 M. CALOYANNI, *Association internationale pour la protection de l'enfance.*
 Miss Charlotte WHITTON, Social Service Council of Canada and Canadian Council of Child Welfare.
 Dame Rachel CROWDY.

Liaison Officers :

International Labour Office.
 Health Organisation of the League of Nations.

Secretariat :

M. Eric Einar EKSTRAND, Director of the Opium Traffic and Social Questions Sections.

5. INTER-GOVERNMENTAL REFUGEE ADVISORY COMMISSION.

(Constituted under a resolution of the Ninth Assembly.)

Government Members :

Belgium	Senator FRANÇOIS.
United Kingdom	Mr. H. PATTESON.
Bulgaria	M. M. ANTONOFF.
China	M. CHEN-TING.
Czechoslovakia	M. R. KÜNZL-JIZERSKÝ.
Estonia	M. A. SCHMIDT.
France	M. DE REITZE.
Germany	—
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 Sir Atul CHATTERJEE (Indian).
 M. Gunnar JAHN (Norwegian).
 Dr. Bogdan MARKOVITCH (Yugoslav).
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 M. E. STREIT-BARON, Geneva.

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 M. Arturo BIANCHI, Architect, Rome (substitute for M. Florestano di Fausto).
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 M. MONTAGNA.
 M. UNDÉN.

¹ See *Monthly Summary*, Vol. X, No. 9, page 193.

Deputy Judges :

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M. DE TOMCSANYI.
M. VAN RYCKEVORSEL.

Registrar :

M. J. NISOT.

Deputy Registrar :

M. SECRETAN.

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M. FROMAGEOT (French).
Sir Cecil HURST (British).
M. ALTAMIRA Y CREVEA (Spanish).
M. VAN EYSINGA (Netherlands).
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THE
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OF THE
LEAGUE OF NATIONS

VOL. XV., No. 3.

MARCH, 1935.

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under Article 11, paragraph 2,
of the Covenant.

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THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

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I.—SUMMARY OF THE MONTH.

March, 1935.

Highly important events have occurred during the month of March.

France has addressed an appeal to the Council of the League, owing to the recent action of the Reich Government. The Ethiopian Government, which had already laid before the Council its dispute with Italy, has again asked the Council to intervene in virtue of Article 15. The situation as regards the Chaco dispute has involved the summoning of an extraordinary session of the Assembly.

On March 27th Japan, which had, two years previously, given notice of withdrawal in accordance with Article 1, paragraph 3, of the Covenant, ceased to be a Member of the League.*

* * *

The French Government has taken the view that the German Government, by its decision to re-establish general compulsory military service in the Reich, and also by the creation

* See Monthly Summary, Vol. XIII., No. 3, page 71.

of a military air force, has unilaterally repudiated the contractual engagements contained in the Treaties which Germany was bound to respect as a member of the League of Nations, to which she continues to belong until October 21st, 1935. The French Government has consequently informed the Council, in accordance with Article 11, paragraph 2, of the Covenant, of the situation thus created, and has asked the Council to meet in extraordinary session. A meeting has accordingly been summoned for April 15th.

* * *

The Advisory Committee on the Dispute between Bolivia and Paraguay met as the result of Paraguay's decision to give notice of withdrawal from the League, and discussed the question whether the continuation of the war should not involve the immediate application of Article 16 of the Covenant. It has prepared a report for the Assembly in which it sets forth the consequences of Paraguay's notification and repeats its recommendations of January 16th in regard to the withdrawal of the prohibition of the supply of arms to Bolivia, and to the means by which this prohibition may be made effective in the case of Paraguay. Moreover, in view of the attitude of the two parties towards the League's recommendations, and of the overtures made to them by Chili and Argentine for the acceptance of a plan based on these recommendations, the Committee has summoned the Assembly to meet on May 20th to consider further steps for the application of the Covenant.

* * *

The Ethiopian Government, under the terms of Article 15 of the Covenant, has informed the Secretary-General that there exists between Ethiopia and Italy a dispute likely to lead to rupture. It has explained that the independence of Ethiopia is endangered owing to the mobilisation ordered by the Italian Government and the continuous despatch of troops towards the Italo-Ethiopian frontier. It has asked that this dispute may be laid before the Council with a view to an investigation.

The Italian Government claims that the Ethiopian appeal is based on incorrect premises or without foundation. Italy has not mobilised an annual contingent. The despatch of troops to Ethiopia was a measure of preparatory defensive action to provide for the safety of Italian colonies, and it was necessary in view of the abnormal situation on the Ethiopian frontiers. As the two Governments have agreed to submit their dispute to the procedure laid down in the Italo-Ethiopian Treaty of 1928, the Italian Government holds that Article 15 of the Covenant is not applicable to the case.

The Ethiopian Government, having been invited by the Secretary-General to submit its remarks on the Italian Government's communication, proposed a period of 30 days for the negotiation with the Italian Government of a special agreement for arbitration. In the former Government's view, if at the expiration of this period the agreement has not been concluded, the Council of the League should itself appoint the arbitrators and decide what are the issues on which they should adjudicate.

* * *

The Mixed Committee on Clearing Agreements has drawn up a report on the reasons for concluding such agreements, on the way in which they work and on the possibilities of remedying the inconvenience which they involve.

* * *

The Central Opium Board has examined the quarterly statistics of imports and exports of drugs and has dealt with the interpretation to be given to Articles 12 and 14 of the 1931 Convention, which relate to the obligations of exporting and importing countries as regards the estimates published by the Supervisory Body.

* * *

The Inter-Governmental Refugee Advisory Commission has drafted several suggestions for the consideration of Governments, relating to the establishment of refugees, their expulsion, a uniform model Nansen passport, and the issue of postage stamps on behalf of refugees.

II.—POLITICAL QUESTIONS.

1. REQUEST OF THE FRENCH GOVERNMENT UNDER ARTICLE 11, PARAGRAPH 2, OF THE COVENANT.

The Secretary-General has received the following communication from the French Government:

By a law, the text of which was communicated on March 16th to the Ambassadors at Berlin of

France, the United Kingdom, Italy, and Poland, and which was made public on the same day, the German Government has decided to reintroduce general compulsory military service in the Reich and to reorganise the German army in twelve army corps and thirty-six divisions. The German authorities also a few days earlier announced the creation of a German military air force. In both cases the German Government has deliberately repudiated by a unilateral act

the contractual engagements embodied in the treaties which Germany has signed. When entering the League of Nations, of which she still remains a Member until the expiry of a period of two years from her notification of October 21st, 1933, Germany, in virtue of the Preamble to the Covenant, undertook to observe a scrupulous respect for all treaty obligations in the dealings of organised peoples with one another. In these circumstances, and since, under the terms of Paragraph 2 of Article 11, it is the right of each Member of the League to bring to the attention of the Council any circumstance whatever affecting international relations which threatens to disturb international peace or the good understanding between nations upon which peace depends, the Government of the Republic has the honour to seize the Council of the League of the situation created by the attitude of the German Government. Owing to the gravity of the question raised by Germany's initiative, I have the honour to request you to arrange for an extraordinary meeting of the Council to examine the present request.

* * *

It has been decided that the Council will hold an extraordinary session beginning on April 15th to consider the French Government's request.

2. DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

(a) *History of the Dispute.**

Since Bolivia and Paraguay became independent States at the beginning of the nineteenth century, they have never fixed their common frontier. Several treaties were concluded for the purpose in the second half of that century, but they all failed of effect for want of ratification.

These compromises having been unsuccessful, the two countries asserted with increasing determination what they claimed to be their rights. Bolivia, on the principle of *uti possidetis juris*, claimed rights as they existed in 1810, maintaining that she was the successor of the Royal Audience of Charcas and was entitled to the Chaco Territory. Paraguay declared that she was the successor of the former colonial province of Paraguay and that the Chaco belonged to her on the basis of *uti possidetis*, both in law and in fact. She further claimed that the Southern part of the Chaco, between the Rio Verde and the Pilcomayo, had been awarded to her by the Arbitration of Mr. Hayes, President of the United States, in 1878. Bolivia declared that the Hayes award, which

was given at the request of the Argentine and of Paraguay, was for her *res inter alios acta*.

An agreement on the *status quo*, concluded in 1907, and several times prolonged, did not prevent the two sides from advancing into the Chaco. Schemes of colonisation were developed, especially by Paraguay. Both Parties built small forts occupied by a few soldiers.

The first serious incident caused by the advance of these military posts into the heart of the Chaco took place in February-March, 1927. A Paraguayan patrol was captured at the Bolivian Fort Sorpresa, the officer commanding the patrol being killed.

Conferences between Bolivia and Paraguay were held at Buenos Aires from September, 1927, to July, 1928, but no agreement could be reached either on the *status quo* or on the merits of the question.

In December, 1928, when the Council of the League was meeting at Lugano under the presidency of M. Briand, further very serious incidents occurred between Paraguayan and Bolivian forces, and drew the attention of the Council for the first time to the Chaco problem. The Council immediately endeavoured to secure the cessation of hostilities and an agreement on a procedure for a peaceful settlement of the incidents.†

In accordance with the Council's suggestions, Bolivia accepted, as Paraguay had done, the good offices of the International Conference on Arbitration and Conciliation which was then meeting in Washington. The Commission of Enquiry and Conciliation appointed by that Conference succeeded, in September, 1929, in settling by conciliation the incidents of the previous year. In conformity with the Commission's resolution, the state of affairs existing prior to December 5th, 1928, was returned to, by the restoration by Paraguay of the buildings of Fort Vanguardia and by the abandonment by Bolivian troops of Fort Boqueron, without the Paraguayan authorities being present. The two Governments did not accept the draft arbitration convention proposed by the neutral members of the Commission as a means of settling the issue between them.

In November, 1931, negotiations for the conclusion of a pact of non-aggression, proposed by Bolivia, began at Washington, with the good offices of the five American countries represented on the Commission of Enquiry and Conciliation of 1929 (United States of America, Colombia, Cuba, Mexico and Uruguay). Negotiations were slow and difficult, and on

* In the present position of the Chaco affair, it has been thought suitable to give a brief summary of its previous history before dealing with the work done during the month of March by the Advisory Committee on the dispute between Bolivia and Paraguay.

† See Monthly Summary, Vol. VIII., No 12, page 399.

July 6th, 1932, the Paraguayan Government withdrew its delegates from the Washington Conference. Its reasons for so doing was the occupation of Fort C. A. López by a Bolivian detachment, which had driven out the small Paraguayan garrison. The five neutral countries asked Paraguay to send back her delegates to the conferences and to supply full information with a view to a settlement of the incidents. Paraguay replied that she insisted on the withdrawal of her delegation, and was unwilling to treat with the Bolivian Government so long as it had given no satisfactory explanation nor made reparation for the damage.

Paraguay did not return to the Washington conferences and did not agree to a neutral investigation of the incidents until she had retaken Fort C. A. López. Bolivia then protested against Paraguay's military operation and said that she was tired of having to be constantly on the watch in the Chaco to prevent the advance of Paraguay; she was determined to settle, even by force of arms, a dispute in which she was defending a territory which she claimed to be her own historically; she had a right to the bank of the River Paraguay. The Bolivians took three Paraguayan forts, and prospects of peace grew more and more distant.

Each of the two Parties asserted that in this dispute they had been defending, first in the diplomatic negotiations and then by force of arms, undeniable rights against pretended rights put forward by the other Party. Both proclaimed that in South America there was no *res nullius*; each claimed to be occupying and defending its own territory that had been wrongfully invaded by the other side, which was definitely the aggressor.

The Paraguayan Government declared on May 10th, 1933, that a state of war existed with Bolivia.* The latter then appealed to the Council, holding the view that her opponent had broken the Covenant and was liable to the sanctions provided for in Article 16.

The Council, which was dealing with the question under Article 11 of the Covenant, which had been invoked in March, 1933, by the members of its Committee of Three, considered that its first duty was to obtain the cessation of hostilities and a settlement of the dispute.

Efforts for Conciliation in America, and the action of the Council.

The efforts of the Washington Committee of Neutrals were seconded by the Council of

the League which, as the matter had not been referred to it by either of the Parties and as the mediation of the neutrals was proceeding, wished to avoid creating a double jurisdiction which might render the neutrals' task more difficult.

It will be remembered that the Committee of Neutrals also received the support of the other American nations which, on August 3rd, 1932, subscribed to a common declaration to the effect that the American nations would not recognise any territorial settlement that was not obtained by peaceful means, nor the validity of territorial acquisitions secured by occupation or conquest by force of arms. Paraguay immediately accepted the principles of this declaration. Bolivia acceded subsequently.

Paraguay having protested against the proposed settlement put forward in December, 1932, by the Committee of Neutrals, and having again withdrawn her delegation from Washington, the States neighbouring on the two Parties to the dispute made another effort, based on the Mendoza Agreement signed on February 2nd, 1933, by the Foreign Ministers of the Argentine and Chile.

On March 6th, 1933, the Council of the League was seized of the dispute, in virtue of Article 11 of the Covenant, by the members of its Committee of Three (Irish Free State, Spain and Mexico).

When the efforts of the neighbour States were terminated, the Council thought that it should take up the matter, as the League of Nations was the only institution that was legally bound to watch over the maintenance of peace and good understanding between its Members. The Committee of Three submitted its report to the Council on May 20th, 1933, proposing that a Commission should be sent out with the duty to:

- (1) Negotiate any provision for securing the carrying out of the obligation to cease hostilities;
- (2) Prepare an agreement for arbitration in consultation with the two Governments;
- (3) The Commission would be at the disposal of the Council and would keep the Council informed of the progress of its work. It would, at the Council's request, undertake an enquiry into the circumstances of the dispute, including the action of the two Parties, and would make a report to the Council, to enable it to perform the duties imposed upon it by the Covenant of the League of Nations.

Paraguay immediately accepted the report of May 20th, but Bolivia reserved her decision. A report of July 3rd, which was accepted by both Parties, was intended to enable the Commission, whose duties had been laid down

* See Monthly Summary, Vol. XIII. No. 5, page 106.

in the report of May 20th, to set out very shortly. The departure was, however, delayed at the request of both Parties, who asked that the duties entrusted to the Commission should be transferred to the neighbour States. After these States had made a further effort, the Commission started for America. It went to Asunción, capital of Paraguay, and visited the Eastern part of the Chaco, and then to La Paz, the capital of Bolivia. Having thus informed itself of the views of the two Parties, it suggested early in December, 1933, a formula for the definitive cessation of hostilities and a settlement of the dispute.

The Pan-American Conference, which was then sitting in Montevideo, also endeavoured to secure the cessation of hostilities. The President of Uruguay wrote to the Presidents of Bolivia and Paraguay for the purpose. On December 18th, Paraguay, which had just won an important victory, proposed an armistice of eleven days, to begin the next day, and that the negotiation of terms of security and peace should take place in a principal town of Rio de la Plata, under the auspices of the Commission sent out by the League of Nations. Bolivia accepted this proposal, and the Commission summoned the two Parties to Montevideo.

In spite of the Commission's efforts, the armistice, which Paraguay refused to prolong after January 5th, ended without the negotiations having succeeded. In its report of January 20th, the Council asked the Commission to make a further study of the practical possibilities of a settlement, with the help of the two Parties; but the draft treaty of peace which the Commission finally proposed to the two Governments in February, 1934, was not accepted.*

The Commission returned to Geneva to draft its report. This report was handed to the Council on May 11th, 1934,† and was afterwards a help to the Assembly in forming its opinion.

On a suggestion of the United Kingdom representative as to the supply of arms and implements of war to the two Parties, the Council asked its Committee of Three to go again into this question, which had already been discussed in 1933, and to carry out the necessary consultations, in order that measures might, if necessary, be concerted at the Extraordinary session of the Council summoned for the end of the same month. A large number of Governments, Members and non-Members

of the League, took steps to prevent this supply of arms. Bolivia, on several occasions, insisted that the prohibition affected her more severely than the other Party.

On May 31st, 1934, the Bolivian Government asked the Council to apply the procedure provided for in Article 15 of the Covenant. This Government then submitted a request that the dispute might be referred to the Assembly. In July, 1934, the Argentine, United States and Brazilian Governments consulted the two Parties on a formula of peace prepared by the Argentine Foreign Office. When the Assembly met in September, the Argentine Government had to announce that this attempt had been unsuccessful.

The Paraguayan representative then declared that his Government had accepted the proposals put forward by the Argentine Foreign Office.

The Bolivian representative said that although his Government had agreed to take part in the discussions of July 12th, it took the view that the only jurisdiction that it was now prepared to recognise was the Assembly of the League.

The Paraguayan Government having expressed some doubts as to the possibility of applying Article 15 of the Covenant as a whole, in view of the circumstances of the dispute, the Legal Committee of the Assembly, to which the question was referred, concluded that Article 15 was applicable.‡

The Assembly declared that the matter had been duly brought before it in accordance with Article 15 of the Covenant and, on September 27th, 1934, appointed a Committee to seek for a settlement by conciliation and to make an outline of the report provided for in paragraph 4 of Article 15, if the conciliation should be unsuccessful.

Matters then entered on a new stage. The Assembly Committee was to do all it could to render the meeting of an extraordinary Assembly unnecessary, such a meeting having been deemed to be necessary if the two Parties were not able to reach an agreement within the Conciliation Committee.

Assembly Committee's Attempts at Conciliation.

In the endeavour to reach a settlement by conciliation, the Assembly Committee set up a Sub-Committee consisting of the American nations represented on the full Committee, together with the delegate of Czechoslovakia as Chairman. This Sub-Committee first requested the two Parties to accredit to it delegates with full powers to negotiate. The Bolivian Government consented; the Para-

* See Monthly Summary, Vol. XIV., No. 2, page 31.

† See Monthly Summary, Vol. XIV., No. 5, page 101.

‡ See Monthly Summary, Vol. , page 206.

guayan Government declared that it was ready to accredit a delegate with full powers to negotiate the immediate cessation of hostilities and a system of security for the maintenance of peace. An exchange of telegrams followed between the Sub-Committee and the Paraguayan Government and, on October 16th, that Government repeated its decision to accredit a plenipotentiary, provided the Sub-Committee agreed that the negotiations for the termination of the conflict and those relating to a settlement of the questions in dispute were kept entirely separate.

In notifying the appointment of its delegates to the Extraordinary Assembly on November 2nd, the Paraguayan Government stated that the delegate would also be at the disposal of the Conciliation Sub-Committee, for the purpose of considering the general lines of an agreement for terminating the conflict and also the necessary measures of security to guarantee its due execution.

The representatives of the Parties were heard by the Sub-Committee. The contentions of the two Governments were still irreconcilable, Paraguay declaring that she was willing for the moment to consider only the final cessation of hostilities and the guarantees of security, while Bolivia insisted that she was always ready to accept a conciliation which, in settling the dispute, would also put an end to hostilities. The persistent maintenance by the Parties of these opposing arguments caused the new efforts for conciliation to fail, and rendered inevitable the meeting of the Extraordinary Assembly, which was held at Geneva in November, 1934.

As all efforts at conciliation had been fruitless, the Assembly was bound to make and publish the recommendations which it deemed just and proper in regard to the dispute. The Advisory Committee therefore prepared the recommendations referred to in Article 15, paragraph 4, of the Covenant, and submitted a plan providing for the termination of hostilities, measures of security, the settlement of outstanding questions and the prohibition to supply arms and implements of war to Bolivia or Paraguay.

At its sitting on November 24th, 1934, the Assembly adopted the report provided for in Article 15, which had been prepared by its Committee. Forty-eight delegations were present at the vote, including those of the two Parties, whose votes, in accordance with the Covenant, were not to be counted and who abstained from voting. The report was unanimously adopted by 46 members of the League.

The Assembly also decided to set up an Advisory Committee to follow the situation, more especially as regarded the execution of the Assembly's recommendations for the settlement of the dispute, and to assist the Members of the League to take joint action and adopt a common attitude among themselves and with non-Member States, more particularly as regards the most effective application, modification or withdrawal of the prohibition of the supply of arms to the two Parties, and to make any proposals it may think desirable in this connection.

The Assembly Committee is composed of the following States: Argentine, Australia, United Kingdom, Chile, China, Colombia, Cuba, Czechoslovakia, Denmark, Ecuador, France, Irish Free State, Italy, Mexico, Peru, Poland, Portugal, U.S.S.R., Spain, Sweden, Turkey, Uruguay and Venezuela.

The Committee had been instructed to invite the Governments of the United States of America and Brazil to collaborate in its work in the manner which they should consider most appropriate. It was to make any communication, recommendation or proposal which it considered desirable to the Members of the League, the Assembly or the Council. It would bear in mind more particularly the Assembly's desire that an end should promptly be put to the existing position, which involved a breach of the obligation to settle disputes by peaceful means. The Committee would meet on December 12th, 1934, at latest.

There were three meetings of the Assembly Committee in December. At the first, the Committee had before it a communication from the Bolivian representative, stating that his country accepted without reservation the recommendations of the Assembly's report. The Committee informed the Paraguayan Government of the Bolivian reply.

A letter was also placed before the Committee from the Consul of the United States of America in Geneva announcing that his Government was ready to appoint a member of the Neutral Supervisory Commission proposed in the Assembly's recommendations, and to be represented at the meeting of the Conference of American States in Buenos Aires, which the recommendations also suggested. The United States Government was unable to take part in the work of the Advisory Committee, but would be happy to instruct its representative in Geneva to keep in touch unofficially with the members of the Committee for information purposes. The Brazilian Government sent a similar reply. The Committee accepted this proposal.

The Committee also received a note from the Paraguayan Government containing certain remarks on the Assembly's recommendations. The Committee replied by telegram to these observations, adding that it would meet again on January 14th, 1935, and begging the Paraguayan Government to communicate its definitive reply by that date. At the same session the Bolivian representative asked that the various Governments who had established the arms embargo should be requested to raise it in favour of Bolivia, which had accepted the Assembly's recommendations. In conclusion, the Committee decided to meet on January 14th to draw up its report in which it would announce, *inter alia*, what was the attitude of the two Parties towards the Assembly's recommendations and what the consequences might be, especially as regards the enforcement of the arms embargo.

At the meeting on January 14th the Committee took note of the reply of Paraguay and of the Bolivian Government's communication explaining the situation as it appeared to that Government.

The Committee, on the proposal of the Chilean delegate, set up a sub-committee composed of the representatives of Argentine, Chile, Peru, Spain and Czechoslovakia, to report to the full Committee. This sub-committee considered the text of the Paraguayan reply, and made its report on January 16th. The report stated that the Government of Paraguay had not accepted the Assembly's recommendations, but that Bolivia had done so. Under the terms of the Covenant, Paraguay must refrain from resorting to war with Bolivia, in so far as the latter complied with the conclusions contained in the report of the Assembly.

In view of this situation, the Advisory Committee informed those Members of the League who had taken steps to prohibit the supply of arms to Bolivia and Paraguay that, in its opinion, this prohibition should not continue to be enforced against Bolivia. In so far as it continued to be enforced, the Members of the League should supplement the measures already adopted by any others that might be required to render the existing measures more effective.

The Committee added that it would continue to follow developments in the dispute and that, in accordance with its terms of reference, it would make such communications or proposals as it might think fit to the Members of the League or to the Assembly or the Council.

As the result of the opinion expressed on January 15th by the Advisory Committee, a

certain number of communications have reached the Secretary-General concerning the removal of the prohibition to supply arms to Bolivia. Those received up to date are from the following Governments: Belgium, United Kingdom, Czechoslovakia, France, Italy, Netherlands, Poland, Spain, Sweden and U.S.S.R. These Governments have removed, in the case of Bolivia, the prohibition to supply arms and implements of war previously decreed by them in regard to both parties to the dispute.

On February 24th, 1935, the Secretary-General received a telegram from the Paraguayan Minister for Foreign Affairs, informing him that Paraguay had formally decided to withdraw from the League. The Secretary-General replied, taking note of the fact that the Paraguayan Government had given the notice of withdrawal provided in Article 1 of the Covenant, and stating that he would not fail to communicate to the Members of the League the Paraguayan Government's telegram and his reply.

(b) *Work of the Advisory Committee.*

The Advisory Committee on the dispute between Bolivia and Paraguay, which was summoned as the result of Paraguay's decision to give notice of withdrawal from the League, met at Geneva from March 11th to 15th. M. de Vasconcellos (Portugal) was appointed to take the chair, in the place of M. Castillo Najera who had become Mexican ambassador in Washington.

At the beginning of the session, the Secretary-General made to the Committee a statement on the situation, which served as a basis for discussion. On the question whether its terms of reference included the legal consequences of Paraguay's notification, the Secretary-General said that it would seem to be for the Council in the last resort, if and when the moment arrived, to decide whether international obligations had or had not been observed. The Assembly had unanimously adopted certain recommendations, and the Committee appointed to see to their carrying out was only a judge of fact and had been obliged to declare unanimously that Paraguay had not accepted the Assembly's recommendations; but the Committee had refrained from saying that this refusal was final. It was not, however, entitled to modify the Assembly's recommendations, still less the provisions of the Covenant; and at its last meeting it had only declared that Article 15 of the Covenant had been regularly applied. At the present time, the Assembly's recommendations continued to bind all members of the League which had accepted them.

The Secretary-General asked whether Article 16 of the Covenant was forthwith applicable, and replied by saying that if the members of the Committee wished to take up that matter, they would find themselves faced with a very complex problem.

The Secretary-General then mentioned the attempts made at Geneva and in America to settle the dispute. The declaration of the 19 American nations dated August 3rd, 1932, in which they say that they will not recognise any territorial settlement which has been reached by other than pacific means, nor the validity of territorial acquisitions which may be obtained through occupation or conquest by force of arms, expressed the determination that inspired the many and repeated efforts made on the American continent, including the attempts of the Washington Committee of Neutrals, of the neighbouring States and of several mediating Powers. The Secretary-General concluded by declaring that in the composition of the present Committee and in that of the Conciliation Sub-Committee, care had been taken—and the same care would be taken also in the future—not to forget where the predominant responsibility lay.

During the Committee's discussion, the question was raised whether the continuation of the war should not involve the immediate application of Article 16 of the Covenant. Owing to the very special circumstances of this dispute, the members of the Committee, whilst repeating their declaration of January 16th, expressed divergent opinions on the subject.

The Advisory Committee appointed a committee of representatives of the following countries: Argentine, Chile, Czechoslovakia, Mexico, Peru, Spain, and Venezuela. This Committee, with M. de Vasconcellos as chairman, and with the help of the Secretary-General, presented to the Advisory Committee on March 15th a draft report which, after amendment, was finally adopted. The report, which has been forwarded to the Assembly, gives a statement of the situation as it appears as the result of Paraguay's notice of withdrawal from the League, and repeats the recommendations of the report of January 16th as regards the prohibition to supply arms (removal of the prohibition in the case of Bolivia; measures for rendering it more effective in so far as it is maintained). The Committee also adopted the following resolution:

Having regard to the attitude of the two Parties towards the Assembly's recommendations;

Having regard to the information conveyed by Chile and the Argentine referring to the repre-

sentations they have made to the Parties "suggesting the acceptance of a plan based on the League recommendations of November 24th, 1934," and intimating that they have reason to believe that this plan will bring about satisfactory results with the co-operation of the other adjacent Powers;

Having considered the latest communication from Paraguay;

The Committee decides to summon the Assembly for May 20th to consider the question of the subsequent application of the Covenant.

The discussion leading up to the adoption of this report and resolution was held in public. The Bolivian delegate, who had asked to be heard, submitted his Government's view. The minutes of this session will be published and made available to members of the League.

* * *

In paragraph 9 of the Committee's report, an allusion is made to a communication from the Argentine and Chilean representatives to the effect that:

"Chile and the Argentine, being anxious to co-operate, within the framework of the League of Nations, in the restoration of peace, have made representations to the Parties suggesting that they should agree to a plan based on the League recommendations of November 24th, 1934, and have reason to believe that this plan will bring about satisfactory results. The Governments of Brazil and Peru have been informed of these negotiations undertaken by the Argentine and Chile, which will now be pursued by the four countries in concert."

This part of the report formed the subject of a communication from the Brazilian Government dated March 20th, 1935, in which that Government fails to see why the passage in the report adopted on March 15th, 1935, which reproduces the joint declaration of the Argentine and Chilean representatives, states that the negotiations undertaken by the Argentine and Chile will now be pursued by the Argentine, Chile, Brazil, and Peru in concert. The communication ends by stating that the Brazilian Government remains unaffected by the resolution adopted on March 15th, 1935, especially as it regards the participation of the Government of the United States of America as an essential condition of its own collaboration.

3. DISPUTE BETWEEN ETHIOPIA AND ITALY.

On March 17th the Ethiopian Government informed the Secretary-General that in consequence of the mobilisation ordered by the Italian Government and of the continual despatch of troops and war material to the Italo-Ethiopian frontier, there existed between

Ethiopia and Italy a dispute likely to lead to a rupture.

The Ethiopian Government only consented in January to the postponement of consideration of the matter by the Council on the promise that an amicable settlement would be arrived at. An agreement, of which the Council took note on January 19th, was concluded to the effect that the dispute arising out of the incidents of December, 1934, should be settled by negotiation or arbitration in accordance with the Italo-Ethiopian Treaty of August 2nd, 1928.*

After the agreement of January 19th, the Ethiopian Government had repeatedly demanded that the Treaty of 1928 should be speedily put into effect, stating that it would accept the arbitral award, whatever it might be. But the Italian Government had not consented to enter into any real negotiations; it had demanded reparation before the matter was examined at all. Under such conditions, it had not been possible for negotiations to succeed. The Ethiopian Government then had recourse to the good offices of a third Power, but Italy declined those good offices. Thereupon the Ethiopian Government had vainly demanded arbitration. The Italian Government had replied by mobilising one annual contingent and despatching troops and war material to Eastern Africa. These preparations were in flagrant conflict with the Treaty of 1928 and the agreement of January 19th, 1935. The Ethiopian Government therefore called attention to the imminent danger of a rupture; for the independence of Ethiopia, a Member of the League of Nations, was in peril, notwithstanding Article 10 of the Covenant. In order to render impossible such incidents as were to be apprehended from the presence of the Italian expeditionary force, the Ethiopian Government, therefore, availing itself of the right conferred upon it by Article 15 of the Covenant, laid the dispute before the Council of the League with a view to full investigation and consideration. In acting thus, the Ethiopian Government repeated its firm resolution to maintain and develop relations of loyal and confident friendship with Italy, as with all the neighbouring Powers. Trusting in the justice of its cause, it demanded full investigation and consideration as provided in Article 15, pending arbitration, and solemnly undertook to accept any arbitral award immediately and unreservedly, and to act in accordance with the counsels and decision of the League of Nations.

The Italian Government, to which the Ethiopian Note was forwarded, replied on March 22nd that the Ethiopian appeal to Geneva was based upon unfounded or incorrect premises. It was not true that Italy had mobilised a class. The despatch of Italian troops to East Africa was dictated by the necessity of providing for the safety of the Italian colonies, which necessity had been enhanced by the military measures taken on a large scale by Ethiopia and by the abnormal situation still existing on the frontiers, as demonstrated by the repeated incidents that had occurred, not in connection with Italy alone. Italy had in consequence been obliged to take certain defensive action. It was untrue that the Ethiopian Government vainly demanded arbitration. The Italian Government had observed the undertakings entered into on January 19th. In order to prevent any further incidents, it had proposed the establishment of a zone of mutual respect in the Wal-Wal area, the demarcation of which was being delayed at the request of Ethiopia. It had, on the other hand, continued its endeavours to arrive at a settlement of the incident in accordance with the Treaty of 1928, both by official correspondence and by direct conversations, and had even put forward further very conciliatory proposals. The Italian Government had recently suggested to the Addis Ababa Government the submission by each side to the other of its documentation regarding the aggression at Wal-Wal, for purposes of comparison. The Ethiopian Government had reserved its reply to this suggestion.

The Italian Government, although not considering the phase of direct negotiations to be at an end, and although still awaiting a reply from Ethiopia, declared nevertheless that it had not, and had never had, any intention of evading the procedure laid down in the Treaty of 1928. In conformity with that Treaty, it was prepared, if the phase of direct negotiations closed without an agreement being reached, and if the Ethiopian Government was prepared to do the same, to take steps forthwith with a view to the constitution of the Arbitration Commission provided for in Article 5 of the Treaty. In such circumstances the Italian Government held that as the two Governments had agreed by the exchange of notes of January 19th to submit to the procedure laid down in the Treaty of 1928, Article 15 of the Covenant could not be applicable in the particular case.

The Secretary-General at once communicated this telegram to the Ethiopian Government and added :

* See Monthly Summary, 1935, Vol. XV., No. 1, page 11.

"Being uncertain whether this communication may not influence the attitude of the Ethiopian Government and, as a result, the action I may have to take in virtue of Article 15 of the Covenant, I should be grateful to receive any information which the Ethiopian Government found it possible to send me."

The Ethiopian Government replied on March 29th, stating that the reason why it had again approached the League on March 17th, appealing on that occasion to Article 15 of the Covenant, was because the dispute with Italy had entered upon a new phase as the result of the military measures ordered by the Rome Government. In its Note, that Government had itself admitted the adoption of the measures, but described them as "preparatory defensive action." The Ethiopian Government asserted that at no time had it concentrated troops on the frontier of the Italian colonies. It referred to the many notes which it sent in vain to the Italian Government in order to avoid any incident. It was not its fault that the creation of the neutral zone suggested at Geneva by the French and British delegates did not take place. The Ethiopian Government had always declared its willingness to accept any proposal of conciliation and arbitration in accordance with the provisions of the 1928 Treaty. Unfortunately, it had met with an absolutely uncompromising attitude, and the negotiations with Italy had hitherto consisted in reparation demands by the latter, couched in imperative terms. The present situation, marked by repeated incidents, was dangerous. The only means of putting an end to it was to resort to arbitration.

In its note of March 22nd, the Italian Government declared itself in favour of arbitration. The Ethiopian Government took note of the contents of this note and pointed out that the appointment of arbitrators, the drafting of the

arbitration agreement fixing the questions to be referred to arbitration, and the procedure to be followed must not be the occasion of fresh delays, to be utilised for the continuation of military preparations. Ethiopia had no means of influencing public opinion by propaganda, and to defend her rights her only means of redress was an appeal to the League of Nations. She could not therefore renounce this last resort.

In consequence, the Imperial Ethiopian Government proposed that, a time-limit of thirty days should be agreed upon with the Italian Government, during which the two Governments should negotiate at Geneva, Paris or London, on the appointment of arbitrators of their choice, and on the drafting of the arbitration agreement. If, at the expiration of this time-limit, the agreement had not been fixed and the arbitrators had not been appointed, the Council of the League of Nations should be invited itself to appoint them, to fix the procedure, to define the questions to be settled, and, in particular, the question of the Italo-Ethiopian frontier, and, lastly, to instruct the arbitrators to pronounce on the responsibilities incurred in connection with the incidents which had occurred in the frontier area of Italian Somaliland during recent months.

During the whole period of negotiations, and during the arbitration, the two Governments would undertake not to make any military preparations or any concentration of troops. The decision of the arbitrators, once pronounced, would be final; the two Governments would undertake to conform thereto.

The Ethiopian Government concluded by saying that such were the statements which it had the honour to communicate in reply to the Secretary-General's note, for his necessary action in virtue of Article 15 of the Covenant.

III.—TECHNICAL ORGANISATIONS.

ECONOMIC AND FINANCIAL ORGANISATION.

*Clearing Agreements.**

The Joint Committee for the Study of Compensation and Clearing Agreements, of which M. Pospisil (Czechoslovakia) is Chairman, held its second session from March 25th to 30th.

The Committee noted the results of the investigation undertaken by the Secretariat in accordance with the resolution of the last Assembly on Clearing Agreements.

* See Monthly Summary, Vol. XIV., No. 10, page 245.

The Governments of the following countries have replied to the questionnaire sent them: Austria, Belgo-Luxembourg Union, Bulgaria, Chile, Czechoslovakia, Denmark, Esthonia, Finland, France, Greece, Hungary, Italy, Latvia, Netherlands, Norway, Poland, Rumania, Sweden, Switzerland and Yugoslavia.

With the aid of this information the Committee drew up a report in which it gives its views on various questions relating to Clearing Agreements. With the report are two documents. In the first an attempt is made to



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Abbreviations.

Art.	=	Article.
Cttee.	=	Committee.
Comm.	=	Commission.
Conf.	=	Conference.
Conv.	=	Convention.
Govt.	=	Government.
I.L.O.	=	International Labour Office.
Int.	=	International.
Memo.	=	Memorandum.
Perm.	=	Permanent.
Resol.	=	Resolution.
Sec.-Gen.	=	Secretary-General.
Suppl.	=	Supplement.
U.S.A.	=	United States of America.
U.S.S.R.	=	Union of Soviet Socialist Republics.

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extract from the information and arguments submitted by Governments a concise description of the characteristics of the clearing system, and a summary of the most important remarks to which a study of the various aspects of the problem gives rise. There is also an endeavour to ascertain from available statistics the effects of Clearing Agreements on international trade. The second document reproduces or summarises the replies of each Government to the questions put.

The Committee's remarks relate to the causes giving rise to Clearing Agreements, to the results of the system, and to the possibilities of remedying the inconveniences which it involves.

Clearing Agreements are due to the exchange control established by many countries to safeguard their national currency and to meet their financial obligations. In the clearing system, currency is abolished as an instrument of international exchange. Payment of claims by one side or the other is made by means of set-off.

The Committee brings out the numerous disadvantages of this system, and also the difficulty of doing away with it before the monetary situation of countries that have established control of exchange has been restored.

The Committee concludes as follows :

(a) While it recognises that the clearing system may have helped to prevent a still more serious collapse of trade such as might otherwise have occurred as the result of the introduction of a strict control of foreign exchange transactions, the Committee recommends that recourse should not be had to the system where it does not already exist.

(b) Moreover, the Committee considers that this system should be regarded merely as an expedient or makeshift involving a number of drawbacks, and that it should therefore be abolished as soon as possible.

(c) For this purpose the ideal solution would

be gradually to abolish foreign exchange control, at any rate in the case of commercial transactions ; this abolition should be facilitated by parallel action in the direction of lasting arrangements in regard to financial debts and of a less restrictive commercial policy which would afford minimum guarantees for export. If abolition is not possible, at any rate commercial transactions should be freed from the restrictions imposed on them by exchange control.

(d) Pending this recovery the Committee considers that encouragement should be given to any proposals or measures designed to counteract, directly or indirectly, the grave drawbacks resulting for international commercial relations from the application of an artificial exchange rate to relieve the situation of a debtor country.

(e) In the interests of a creditor country with a sound currency, any alleviation of import restrictions which will enable it to accept increasing quantities of goods from the debtor country should also be encouraged ; firstly, in order to ensure the payment of its exports, and secondly, to promote general recovery.

(f) Measures designed to leave to the initiative of the parties concerned the conditions—including exchange conditions—under which imports and exports are to take place should also be encouraged.

(g) The more definite this tendency towards a return to normality becomes, the nearer we shall get to a situation in which it will be possible to replace Clearing Agreements by less vexatious methods—such as transfer and payment agreements—and finally to abolish them.

The following members were present : M. Dayras (France), M. Dolezal (Poland), Sir Frederick Leith-Ross and Sir Otto Niemeyer (United Kingdom), Mr. Ryder (United States), M. Schüller (Austria), and also MM. Deknatel (Netherlands) and Devinat (France), substitutes for MM. ter Meulen and Elbel respectively.

IV.—SOCIAL AND HUMANITARIAN QUESTIONS.

1. TRAFFIC IN OPIUM.

Meeting of the Permanent Central Opium Board.

The Permanent Central Opium Board held its twenty-third session in Geneva from March 25th to March 29th, 1935.

Mr. Lyall was unanimously re-elected as President and Mr. May as vice-President for the ensuing year.

The Board examined the quarterly statistics

of imports and exports of the various drugs covered by the Conventions, particularly with a view to clearing up any discrepancies, and to ascertaining how the 1931 Convention had worked during the first year of its application.

The Board also considered the interpretation of Articles 12 and 14 of the Limitation Convention of 1931, relating to the obligations of both exporting and importing countries in connection

with the estimates published by the Supervisory Body.

With respect to the question whether the export of seized drugs is permissible under Article 18 of the Limitation Convention, the Board took note with satisfaction of the recommendation made by the Advisory Committee on the Traffic in Opium and other Dangerous Drugs at its nineteenth session—to the effect that “seized drugs, if not destroyed or converted, but reserved for medical and scientific use within the meaning of Article 18 of the Convention, should be devoted to the requirements of hospitals and scientific institutions or incorporated in Government stocks.”

Since the positive results of the Board's work depend largely on the return of complete statistics of drug imports and exports by countries bound by the Opium Conventions, the Board pointed out the desirability of securing more complete statistical information, particularly from several of the Central and South American countries which have not returned quarterly figures as regularly as is necessary to enforce a world-wide control.

Two cases of malpractice intended to divert drugs into the illicit traffic were brought to the notice of the Board. One of these, which was discovered in following up a discrepancy, proved to be brought about by a forged import certificate. The State whose certificate was forged asked the Board to furnish it with a photograph of the forgery in order to facilitate the discovery of the author. In the second case, a legitimate order never reached its destination, evidence showing that it was stolen in transit. This case is being investigated.

A report to the Council will only be made after the Board's autumn session.

The members present were Mr. L. A. Lyall (British), Mr. H. L. May (American), Sir Atul Chatterjee (Indian), Professor Tiffeneau (French), M. Milicevic (Yugoslav), and Professor Ferrari Delle Spade (Italian), temporarily replacing Professor Gallavresi. Professor Miyajima (Japanese) was absent on account of illness.

2. REFUGEES.

Meeting of the Inter-Governmental Commission for Refugees.

The Inter-Governmental Advisory Commission for Refugees met in Geneva on March 14th and 15th.

The Commission elected M. R. Raphael as Chairman in place of M. de Navailles, who had resigned, and then took up the various questions on its agenda.

1. *Settlement of Refugees.**

The persistence of the economic depression has caused an increase in unemployment amongst refugees, and the Commission begged the Council of the League to approach Governments and ask them to inform the Nansen Office without delay of any opportunities or possibilities of settlement existing in their territories.

The Commission fully appreciated the difficulty experienced by Governments in continuing to bear the direct or indirect charges imposed on them by the presence of large numbers of unemployed refugees in their territories, and requested them to consider the advantage of capitalising such charges by placing credits at the disposal of the Nansen Office to enable it to settle unemployed refugees in countries willing to receive them.

2. *Expulsion of Refugees.*

The Commission again considered the refusal to admit and the expulsion of refugees. It was glad to learn that a certain number of Governments had adopted the recommendations of the 13th, 14th and 15th sessions of the League Assembly, but at the same time it noted with regret that in other countries refugees were still subject to the ordinary law as regards expulsion, and were punished for disobeying expulsion orders, although such offences might be due to the practical impossibility of lawfully entering another country.

The Commission held that this practice, which had become more and more frequent in recent years, was not only prejudicial to the refugees, but was an actual danger to the country of refuge and to neighbouring countries which such refugees were obliged to enter illegally.

The Commission therefore recommended Governments:

(a) Not to reject or expel refugees unless their presence constituted a threat to public order or safety;

(b) To establish or encourage the establishment of a national public authority to assist refugees and enable them to bring forward their claims;

(c) Not to deprive refugees subject to expulsion orders of their identity documents, and in particular their Nansen certificate;

(d) To grant refugees sufficient time to enable them, either on their own application or with the help of charitable institutions, and in particular of the Nansen Office, to obtain

* See Monthly Summary, 1935, Vol. XV., No. 1, page 20.

the necessary visas and authorisations to enter and lawfully reside in another country ;

(e) To substitute domestic police measures for expulsion in the case of refugees duly admitted to a country who are recognised to be dangerous characters and who cannot obtain a visa ; but such measures must not take the form of a penalty, and must only be applied for a limited time ;

(f) To regularise the position of refugees who, for want of a visa, have been unable to comply with expulsion orders previously issued.

The Commission also requested the Council to ask Governments :

(a) To inform the League of the principles on which they reject or expel refugees who, for want of a visa, cannot enter or lawfully reside in other countries ;

(b) To inform the League of the action which they have taken or propose to take on the recommendations of the 13th, 14th and 15th sessions of the Assembly.

3. *Granting of Visas to Refugees.*

The Commission had on several occasions considered the difficulties experienced by refugees owing to the fact that Consulates are not always authorised to grant visas without previous consultation with the home authorities. Its attention having again been drawn to these inconveniences, the Commission referred to its recommendation in which Governments had been asked to authorise their Consuls to grant, on their own responsibility, visas for transit or for short periods of stay. It suggested that Governments which cannot carry out this recommendation should as far as possible accelerate the present procedure and shorten the delays which it causes.

4. *Adoption of a Uniform Model Nansen Passport.*

The Governments which have acceded to the various arrangements concerning the issue of Nansen passports to refugees use various types of passport. Some have even arranged for different passports for each class of refugees residing in their territories.

The Commission considered that this practice caused confusion and often difficulty for the

frontier authorities as well as for the holders of such passports, and took the view that it would be desirable that, in countries that do not grant a national passport to refugees, a uniform model Nansen passport, if possible in book form, should be utilised. It requested the Nansen International Office to prepare a suitable model and submit it to Governments, asking them to use it as much as possible.

5. *Issue of Postage Stamps on behalf of Refugees.*

A proposal now before the Norwegian Government was submitted to the Commission, for the issue of postage stamps bearing a surcharge which would be paid to the Nansen International Office. This or some similar method would supply the Office with sufficient funds to enable it to carry out effectively the various refugee schemes with which it has to deal.

A preliminary investigation by the Office has shown that such issues for philanthropic purposes have been very successful.*

If such a proposal were adopted, Governments which for particular reasons, and especially owing to their geographical position, had for many years had to bear almost the whole burden of the refugees, would be to some extent relieved by the active help of other countries.

The proposed issue of these stamps and the employment of the proceeds might form a subject of a separate agreement with each Government.

6. *Convention relating to the International Status of Refugees.*

This Convention, concluded on October 28th, 1933, has up to the present been signed by Belgium, Bulgaria, Egypt, France and Norway. It has been ratified by Bulgaria.

The representatives of Belgium, Czechoslovakia, France and Italy have stated that their Governments would shortly sign and ratify the Convention.

The Commission elected M. de Reffye (France) a member, in place of M. Raphaël, appointed chairman, and M. N. Antonoff (Bulgaria) and Mr. C. A. Edmond (United Kingdom) substitutes, in place of M. Mikoff and Mr. Patteson, who had resigned.

V.—CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

1. *REGULATION OF THE TRADE IN AND PRIVATE AND STATE MANUFACTURE OF ARMS AND IMPLEMENTS OF WAR.*

The Committee for the Regulation of the Trade in and Private and State Manufacture of Arms and Implements of War, sitting with

M. Komarnicki (Poland), Vice-Chairman, in the Chair, and also several sub-committees of the above Committee, have been continuing

* The French representative stated that his Government would certainly give sympathetic consideration to such a scheme, if an international appeal were made.

their examination of the draft articles submitted by the American delegation.

2. NATIONAL DEFENCE EXPENDITURE.

The Technical Committee on national defence expenditure has also been holding a session under its Chairman, M. de Modzelewski (Poland). At this session it has been studying certain questions referred to it by the Committee on the Regulation of the Trade in and Manufacture

of Arms, and has also begun to consider the budgetary information supplied by several Governments in accordance with the General Commission's resolution of June 11th, 1934. The information so far communicated to the Committee has been supplied by the following countries: Brazil, United Kingdom, Denmark, Finland, France, Iraq, India, Irish Free State, Italy, Lithuania, Netherlands, Norway and Spain.

VI.—ADMINISTRATIVE QUESTIONS.

SAAR TERRITORY.

In its final report, dated February 19th, the Council Committee on the Saar, as will be remembered,* approved a number of agreements on monetary questions, mines, railways and other immovable property situated in the Saar, the legal position regarding the liabilities and treatment of the property and assets of persons leaving the Saar, social insurance, the rights of officials, the change in the customs régime and the Supreme Plebiscite Court.

The Committee also adopted a resolution on the subject of debts contracted by Saar natural or legal persons with the approval of the Governing Commission.

The main provisions of these agreements are analysed below.

1. *Monetary Ordinance.*

This ordinance was issued by the Governing Commission of the Saar Territory in agreement with the German and French Governments. It provides that in principle the exportation of means of payment of all kinds and remittances of funds outside the Saar territory are prohibited. The main exceptions relate to the exportation to Germany of German means of payment, transfer of funds from the Reichsbank to France and the exportation of means of payment by certain persons and administrations (the non-German members and officials of the Governing Commission and of the Plebiscite Tribunal, etc.), and persons who have left the Saar territory before March 1st, 1935. Persons infringing the ordinance are liable to imprisonment. All means of payment in circulation in the territory expressed in a currency other than the Reichsmark must be handed over to exchange offices for exchange into Reichsmarks. All debts expressed in French francs payable in the territory, the beneficiaries of which have their domicile in the territory, may be validly

paid in Reichsmarks at the rate of exchange fixed on the day of payment by the Reichsbank.

2. *Mines, Railways, etc.*

This is a Franco-German agreement relating to the cession of the mines, railways and other immovable property of the French State in the Saar territory. By this agreement, all installations belonging to the administration of the French State mines in the Saar are transferred to Germany in return for the comprehensive payment of the lump sum of 900,000,000 French francs provided in the agreement of December 3rd, 1934. The taking-over of the mines was fixed for midnight on the night of February 28th/March 1st, 1935. The services of the French personnel terminated at midnight on that night.

France, on the other hand, transferred to Germany all her rights over the railways situated in the Saar, as from February 28th/March 1st, 1935, at midnight, and all immovable property belonging to the railway lines. She also transferred rolling stock, including 7 locomotives, 16 third class passenger carriages, 5 luggage vans, 150 covered waggons, 250 open trucks and 20 platform waggons. The personnel of German nationality employed on the railway lines were taken over by the German Government, and the French Government withdrew the personnel of French nationality.

The payment of pensions to officials in retirement shall devolve on the State of which the beneficiary is a national. The tunnel of Waldwiese will be dealt with in a special agreement which will settle questions relating to the exercise of sovereignty. On the lines connecting the Saar with the Department of the Moselle, frontier stations will be opened at ten places, five on the German and five on the French side.

The agreement then deals with the lump sum settlement of 900,000,000 francs. The German Government declares that it is its intention to cause the return to the Saar, for exchange into

* See Monthly Summary, Vol. XV., No. 2, page 28.

Reichsmarks, of Bank of France and other foreign means of payment which may have been exported by Saar inhabitants. The notes recovered in this manner up to October 1st, 1935, will be paid to the Bank of France to be placed to the credit of a sight account in the name of the Bank for International Settlements.

The Bank for International Settlements will place these amounts to the credit of two separate French franc accounts: Account A will contain 95 per cent. of the amounts; it may only be operated by the joint order of the Reichsbank Direktorium and the Governor of the Banque de France. Five per cent. of the amounts received will be paid into Account B and employed exclusively for the service of debts contracted by Saar natural or legal persons, with the approval of the Governing Commission.*

As regards free deliveries of coal and settlements effected in Reichsmarks by the German Government for account of the French Government, half-yearly schedules will be drawn up showing the amount to be collected in each such period in the form of free deliveries of coal. The contracts to be taken as a basis for the free deliveries shall be those for the sale of Saar coal to public services (railways and gas-works) and heavy industry. The first schedule will, as an exception, apply only to the period March 1st to June 30th, 1935. The sum to be provided is fixed at 40,000,000 francs. The payments to be made by the German Government in lieu of free deliveries of coal will consist of the sums in Reichsmarks payable by the French Government for any reason in the Saar territory in connection with the French administration of the State mines, and the sums owed in Reichsmarks by the *Société houillère de Sarre et Moselle* and by the *Petits fils de François de Wendel* during a period of five years. Any dispute as to the interpretation of this part of the agreement will be submitted to an arbitrator appointed by agreement between the two Governments or, failing such agreement, by the President of the Administrative Council of the Permanent Court of Arbitration at The Hague.

The agreement finally states that the two Governments have taken note of the contracts concluded for the lease, for a term of five years, of certain of the Warndt coal mines, which are worked exclusively by means of pits in French territory.

Mining inspection and supervision of the

* M. Pospisil, former Governor of the National Bank of Czechoslovakia, was appointed Trustee of this Fund.

whole of the workings shall be governed by the provisions of French law.

3. *French private insurance.*

This is a Franco-German agreement concerning French private insurance undertakings in the Saar. French insurance undertakings authorised to operate in the Saar will retain such authorisation but will be subject to all the obligations imposed by German law. In particular, they must constitute and deposit in Germany the guarantees, reserves, etc., required from foreign insurance undertakings operating in Germany. There are provisions in favour of life and general insurance undertakings wishing to liquidate their contracts in the Saar.

4. *Liabilities and Treatment of the Property and Assets of Persons Leaving the Saar.*

The German Government, in a declaration addressed to the Committee of Three, announced that it had decided to reintroduce the Reichsmark as legal currency in the Saar, but that it would exempt from conversion such claims and mortgages as arose before March 1st, 1935, and were held by French public administrations (including the mines) or individuals and legal entities who, on March 1st, 1935, were established abroad. Persons resident in the Saar on December 3rd, 1934, who might have left the territory prior to March 1st or subsequently within a year of that date, would be authorised to take with them their movable property and, in free Reichsmarks, the proceeds from the sale of movable or immovable property in the Saar, and the amounts derived from the recovery of debts owing to them in the territory. But they would not be exempt from the obligation to hand over to the Reichsbank, under the procedure introduced for the purpose, any Bank of France notes and other foreign means of payment which they might have in their possession.

5. *Debts Contracted by Saar Individuals and Legal Entities with the Sanction of the Governing Commission.*

The Council Committee decided that 5 per cent. of the total amount of notes of the Bank of France and other foreign means of payment circulating in the Saar territory, which have been recovered, shall be paid into Fund B (Reichsbank Account, Authorised Saar Loans) and assigned to the service of debts contracted by Saar natural or legal persons with the approval of the Governing Commission.

A person described as the Referee † will

† M. Pospisil, honorary Governor of the Czechoslovak National Bank, was subsequently appointed Referee.

determine the distribution of this fund on the basis of the claims specified in the list to be drawn up by the Governing Commission and to be finally established before June 30th, 1935, by the Financial Committee of the League of Nations.

The Referee's functions will cease when Fund B is exhausted.

6. *Position of French Nationals who remain in the Saar as regards German Foreign Exchange and Revalorisation Regulations.*

In letters addressed to the French delegation, the German delegation undertook that French nationals who remain permanently in the Saar would, from the point of view of foreign exchange and revalorisation regulations, receive the same treatment as German nationals.

7. *Social Insurance.*

A Franco-German agreement regarding social insurance provides that workmen and employees who have been members of social insurance organisations in the Saar will, so long as they are resident in France or in Germany, be entitled to the annuities and pensions which they have earned in France, Germany and the Saar.

The transfer of sums in respect of social insurance benefits paid abroad will not be subject to German exchange regulations.

8. *Reich Officials.*

An agreement between the Governing Commission and the German Government concerning officials, which was approved by the Council Committee, lays down that the German Government will, in principle, take back into its service officials of German nationality appointed by the Governing Commission. If any officials, for personal reasons not of an economic character, express not later than February 25th, 1935, the desire to relinquish their status as officials, they may apply to be retired on pension. Applications to this effect will be submitted for decision to a committee consisting of three members appointed by the German Government and three members appointed by the Governing Commission.

The German Government recognises the promotions made by the Governing Commission. As from March 1st, 1935, officials will be paid in accordance with German regulations. Officials of non-German nationality will be obliged to retire as from March 1st, 1935. The Governing Commission will propose to the Governments of the countries of origin concerned that they should assume responsibility for the retiring pensions to be paid. The German Government is prepared to withdraw from the pensions fund the sums necessary for the payment of

such pensions and to hand them over to the Governments of the countries of origin concerned. Until such time as the countries of origin have made known their decision, the German Government will make monthly advances to the officials concerned. The German Government assumes responsibility for the pensions of officials of German nationality retired by the Governing Commission. That Government will not apply disciplinary measures on account of acts committed by officials, in the service or otherwise, under the special regime set up in the Saar territory by the Treaty of Versailles.*

9. *Change of the Customs Regime.*

By a Franco-German agreement, approved by the Council Committee, it was decided that the Saar Territory would be placed once more under the German Customs regime as from February 17th/18th, 1935, at midnight. Customs duties levied in the Territory from February 18th to 28th, inclusive, would be paid into the Treasury of the Saar Territory.

10. *Transfer of the Administration of the Territory.*

The transfer of the Administration of the Territory was provided for in an agreement between the German Government and the Governing Commission.

The Administration of the Territory would pass into the hands of the German Government at midnight on February 28th/March 1st, 1935. That Government would take over all the assets and liabilities of the Governing Commission, including all contracts concluded by that body. Judgments of the Courts of the Territory and those of the Governing Commission and other Administrative authorities would be regarded as final and treated as if they were judgments of German Courts.

11. *Supreme Plebiscite Court.*

In view of the Council's resolution of January 17th, 1935, and of the declarations made by the German Government on June 2nd and December 3rd, 1934, on the subject of the Supreme Plebiscite Court, the Council Committee decided that the Plebiscite Court would be maintained under the conditions specified in the German Government's declarations. It

* The German delegation in a declaration undertook that the transfer of retiring pensions benefits abroad should not be subject to the restrictions imposed by German foreign exchange regulations. On the other hand, the French Government announced that it would consider in a liberal spirit the possibility of admitting to its service State officials of the Governing Commission who have possessed French nationality for not less than 10 years.

would be competent to pass upon its own jurisdiction. The German Government would appoint a Public Agent who would be attached to the Court. The Court would lay down its own rules of procedure. Its decisions would be enforceable on its own authority and the German Government would take any necessary steps to ensure that such decisions were duly enforced.

Demilitarisation of the Territory.

In a letter to the President of the Council, Baron Aloisi, Chairman of the Council Committee, stated that during the negotiations which took place as a result of the Saar plebiscite, the French delegation had handed him a Memorandum on the demilitarisation of the territory.

He communicated this document in his personal capacity to the German Government, and the latter, through its Consul in Geneva, declared that it had never disputed and still held the view that the Saar Territory was included in the demilitarised zone provided by the Treaty. This reply was forwarded to the French Government, which took note of the fact and asked Baron Aloisi to inform the German Government accordingly; which he did.

As a result, the French delegation informed the Chairman of the Council Committee that the two parties directly concerned had agreed that the terms of the undertaking regarding demilitarisation should be settled directly between the French and German Governments.

In conformity with this declaration, the German and French Governments on February 28th exchanged notes which may be summed up as follows:

The German document states that the Saar territory is included in the zone referred to in Articles 42 and 43 of the Treaty of Versailles,

and that therefore the provisions in force as regards that zone held good also in the Territory after its return to Germany. The German Government at the same time makes clear the following points:

1. The size of the normal police contingent of all categories in the territory after its return to Germany will generally correspond to the normal police force which was allotted to the territory, i.e., about 1500. The maximum number of police in the demilitarised zone on the left bank of the Rhine (including former bridge-heads) which was previously fixed by negotiation at 10,000, of which 3,000 in barracks, will consequently be raised to 11,500, of which 3,300 in barracks. Should exceptional circumstances render reinforcements of police temporarily necessary, the regulations in force in the whole of the demilitarised zone would be applied in the territory.

2. Besides the four air-ports provided for in the demilitarised zone, there will be one at Saarbrücken. At Saarlouis there will be landing grounds of the same nature as civil aerodromes.

The French Government noted this communication and also made reservations as to the possible presence in the henceforth demilitarised territory of S.A. and S.S. or Compulsory Labour Service formations, owing to certain characteristics of such formations.

Moreover, with a view to the application of Article 42 of the Versailles Treaty, which forbids the upkeep in the Rhineland zone of all permanent works for mobilisation, the French Government added that it held it to be of great importance that railway and road systems should be developed solely for economic purposes. Should any difficulty arise on this subject, France reserved the right to put forward its views through diplomatic channels or by recourse to the procedure provided by the treaties in force.

VII.—LEGAL AND CONSTITUTIONAL QUESTIONS.

INTERNATIONAL ENGAGEMENTS.

REGISTRATION OF TREATIES.

Amongst the treaties and international engagements registered by the Secretariat of the League during March, the following are to be noted:—

The resolution of the International Labour Conference inviting the United States of America to accept membership in the International Labour Organisation (June 22nd, 1934) and the note from the Government of the United States of America accepting this invita-

tion (August 20th, 1934), together with the proclamation by the President of the United States of America, annexed thereto; presented by the United States.

A Customs Convention between Italy and the U.S.S.R. (Rome, May 6th, 1933); presented by Italy.

A Commercial Convention between Albania and Czechoslovakia (Prague, April 9th, 1934); presented by Czechoslovakia.

An Additional Agreement to the Treaty of Commerce between Austria and Yugoslavia of

March 9th, 1932 (Vienna, August 9th, 1933); presented by Yugoslavia.

An Agreement, dated December 31st, 1934, relating to postal exchanges between Denmark, Finland, Iceland, Norway, and Sweden; presented by Denmark.

A Convention relating to the establishment of Air transport lines, signed at Rome on December 7th, 1934, between Great Britain and Northern Ireland and India and Italy; presented by the United Kingdom.

A Convention between the Argentine Republic and Yugoslavia, concerning workmen's compensation for accidents (Buenos Aires, October 8th, 1928); presented by Yugoslavia.

A Convention between the United States of America and Mexico, further extending the duration of the General Claims Commission,

provided for in the Convention of September 8th, 1923 (Mexico, June 18th, 1932); presented by the United States.

An exchange of notes between Denmark and Norway, constituting an agreement relating to the reciprocal notification of all sentences for the offences mentioned in the said Notes which have been pronounced by the Courts of one of the two countries against nationals of the other, together with the finger prints of the persons so sentenced (Oslo, February 18th and 23rd, 1935); presented by Denmark.

An exchange of notes between Denmark and Sweden, constituting an agreement relating to the reciprocal notification of penal sentences and of the finger prints of the persons sentenced (Stockholm, March 4th, 1935); presented by both Governments.

VIII.—NEW LEAGUE PUBLICATIONS.

WHOLESALE PRICES, INDUSTRIAL PRODUCTION AND WORLD TRADE.

The March number of the *Monthly Bulletin of Statistics of the League of Nations* gives information on the recent movements of exchange rates, wholesale prices, clearing and the yield of bonds.

Since September, 1931, when the United Kingdom and several other countries left the gold standard, the general level of *wholesale prices* in paper currency countries has tended to rise, though by no means in proportion to the currency depreciation, or to remain roughly stationary. On the other hand, in the countries which still maintain an unrestricted gold standard, and also in some of the exchange control countries, wholesale prices have fallen considerably.

In recent months, as compared with September, 1931, the general level of wholesale prices dropped by about 26 per cent. in France and Poland; by 22–23 per cent. in Belgium and China (silver standard); by 15–17 per cent. in Italy, the Netherlands, Switzerland and Bulgaria, and by 7–10 per cent. in Spain, Germany, Estonia, Hungary and Yugoslavia. It remained within –5 to +5 per cent. of the September, 1931, level in Czechoslovakia, South Africa, India, New Zealand, Canada, the United Kingdom, Austria and Latvia. It rose by 6–10 per cent. in Australia, Peru, Norway, Sweden and Egypt; by 11–14 per cent. in U.S.A., Argentine and Finland; by 21–24 per cent. in Japan and Denmark; by 41 per cent. in Greece and by 135 per cent. in Chile.

The fall in *wholesale prices* since the end of 1933 has been particularly marked in France

(–14 per cent.); in Poland, Estonia, Belgium, Switzerland and Spain prices also fell during 1934. In all other countries they have either risen or remained unchanged, the rise being particularly marked in Egypt (+33 per cent.), Hungary (+21 per cent.), U.S.A. and Latvia (+11 per cent.).

The indices of *industrial production* which are now available for the whole year 1934 show an increase in 17 and a decline in 2 countries as compared with 1933.

The increase was particularly great in Germany (24 per cent.), Sweden and Canada (22 per cent.), Roumania (21 per cent.), and Hungary (17 per cent.). It was also considerable in Poland and Greece (13 per cent.), United Kingdom (12 per cent.), Czechoslovakia (11 per cent.), Italy (10 per cent.), and Japan (8 per cent.).

Industrial activity increased relatively little in the U.S.A. (4 per cent.) and the Netherlands (1 per cent.). There was a falling off in Belgium (–1 per cent.) and also particularly in France (–7.5 per cent.).

In Chile, Denmark, Greece, Japan and Roumania industrial production in 1934 was larger than in 1929, and in Norway and Sweden just as large. In the United Kingdom and Hungary it was only slightly lower than in 1929.

In all other countries considered (apart from the U.S.S.R.), in spite of the recovery that has taken place since 1932, the industrial output in 1934 still fell considerably short of its 1929 level, e.g., by 37 per cent. in Poland; by 33–34 per cent. in Czechoslovakia and U.S.A.; by about 30 per cent. in Austria, Belgium,

France and the Netherlands ; by 27 per cent. in Canada ; by 20 per cent. in Italy and by 15 per cent. in Germany.

The gold value of *world trade* showed in

January, 1935, the usual seasonal decrease. As compared with January, 1934, world imports have diminished by 3·5 per cent. and world exports by 5·5 per cent.

IX.—FORTHCOMING LEAGUE MEETINGS.

April 15th.—Extraordinary Session of the Council, Geneva.

April 24th.—Executive Committee of the Committee on Intellectual Co-operation, Paris.

April 25th.—Child Welfare Committee, Geneva.

April 26th.—Executive Committee of the International Relief Union, Paris.

April 29th.—Economic Committee, Geneva.

April 29th.—Committee for the International Repression of Terrorism, Geneva.

May 2nd.—Traffic in Women and Children Committee, Geneva.

May 6th.—Financial Committee, Geneva.

May 13th.—Eighty-sixth Session of the Council, Geneva.

May 20th.—Extraordinary Session of the Assembly, Geneva.

May 20th.—Advisory Committee on Traffic in Opium and other Dangerous Drugs, Geneva.

May 20th.—Committee of Statistical Experts, Geneva.

June 3rd.—Permanent Mandates Commission, Geneva.

June 12th.—Fiscal Committee, Geneva.

June 18th.—Course in Malariology, Rome.

July 10th.—Advisory Committee on League of Nations Teaching, Geneva.

July 15th.—International Committee on Intellectual Co-operation, Geneva.

PERMANENT COURT OF INTERNATIONAL JUSTICE.

1. THIRTY-FOURTH SESSION OF THE COURT.

The Thirty-fourth (ordinary) Session of the Court opened on February 1st, the date laid down by the Rules. All the ordinary judges were present, with the exception of Mr. Kellogg (United States of America) and M. de Bustamante (Cuba), who were unable to attend for reasons of health, and Mr. Wang Chung-Hui (China), absent on ordinary leave under Article 27 of the Rules

2. CHAMBER FOR SUMMARY PROCEDURE.

On February 2nd, 1935, the Court appointed M. Schücking to fill the vacancy in the Chamber for Summary Procedure caused by the death of M. Adatci. Accordingly, this Chamber will be composed as follows until the end of 1935.

Members: Sir Cecil Hurst, President,
MM. Guerrero,
Schücking.

Substitutes: Count Rostworowski,
M. Anzilotti.

3. CHAMBER FOR LABOUR CASES.

On February 2nd, the Court appointed Sir Cecil Hurst, President of the Court, to fill the vacancy in the Chamber for Labour Cases caused by the death of M. Adatci.

Accordingly, and having regard to Article 14 of the Rules, this Chamber will be composed as follows until the end of 1936:

Members: Sir Cecil Hurst, President,
MM. Altamira,
Urrutia,
Schücking,
Wang.

Substitutes: Count Rostworowski,
M. Negulesco.

4. MINORITY SCHOOLS IN ALBANIA.*

On March 1st, 1935, the date of expiration of the time allowed for the purpose, the Albanian and Greek Governments filed with the Registry of the Court their respective memorials.

The hearings began on March 11th, 1935. The Albanian Government was represented before the Court by its Agent, M. Mehdi Frasheri, President of the Council of State of Albania, and by its Counsel, Professor Gilbert Gidel. The Greek Government was represented by its agent, M. Lagoudakis, Greek Minister at The Hague, and by its Counsel, M. N. Politis, Greek Minister at Paris.

In the course of public sittings held on

* See Monthly Summary, 1935, Vol. XV., No. 1, page 26.

March 11th and 12th, the Court heard the statements, reply and rejoinder presented by Messrs. Gidel and Frasheri, on behalf of the Albanian Government, and by M. Politis on behalf of the Greek Government.

On March 12th, the President declared the hearings closed, reserving the Court's right to call for any further information which it might require.

The Court then commenced its deliberation.

5. OPTIONAL CLAUSE.

The Governments of Latvia and Lithuania have renewed their acceptance of the Optional Clause annexed to the statute, concerning the Court's compulsory jurisdiction.

The undertaking by Latvia which expired on February 26th, 1935, was renewed in the following terms on January 31st.

"On behalf of the Latvian Government and subject to ratification, I recognise as compulsory *ipso facto* and without special agreement, in relation to any other Member or State accepting the same obligation, that is to say on condition of reciprocity, the jurisdiction of the Court in conformity with Article 36, paragraph 2, of the Statute of the Court, over all disputes which might have arisen after February 26th, 1930, date of deposit of the ratification of the declaration made at Geneva on the 10th September, 1929, or to disputes arising in future with regard to situations or facts subsequent to the said date, except in cases where the Parties have agreed or shall agree to have recourse to another method of pacific settlement.

"The present Declaration is made for a period of five years. At the expiration of that period, it shall continue to bear its full effect until notification is given of its abrogation."

The ratification of the above declaration was deposited by the Latvian Government with the Secretariat of the League on February 26th, 1935.

Lithuania's undertaking, which had expired on January 14th, 1935, was renewed on March 12th, 1935, by means of the following declaration:

"Following the declaration of acceptance of the Optional Clause of the Protocol of Signature concerning the Statute of the Permanent Court of International Justice, made by the representative of Lithuania at Geneva on January 14th, 1930, I hereby recognise, on behalf of the Government of the Republic of Lithuania, as compulsory *ipso facto* and without special agreement, on condition of reciprocity, the jurisdiction of the Permanent Court of International Justice, in accordance with Article 36, paragraph 2, of the Statute of the Court, for a further period of five years taking effect as from January 14th, 1935."

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Examines recent trends in public works policy in different countries, effect on employment, and cost of schemes in relation to employment provided. Methods adopted to finance public works, international problems involved, and methods of operation and conditions of employment are described. Finally, the report discusses the national and international co-ordination of public works schemes.

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Siemens Works (Germany)—Lens Mining Company (France)—London Traffic Combine (Great Britain)—State Mines of the Saar Basin—Bata Boot and Shoe Factory (Czechoslovakia).

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THE
MONTHLY SUMMARY
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LEAGUE OF NATIONS

VOL. XV., No. 4.

APRIL, 1935.

Extraordinary Session of
the Council

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THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

Vol. XV., No. 4.

APRIL, 1935.

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All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.

I.—SUMMARY OF THE MONTH.

April, 1935.

The main event in the League's work for April was the meeting of the Council in extraordinary session.

This session was summoned as the result of the French Government's request submitted under Article 11, paragraph 2, of the Covenant. The Council dealt with the recent decisions of the German Government with regard to armaments. It unanimously adopted a resolution proposed by the representatives of France, the United Kingdom and Italy, holding that the promulgation of the military law of March 16th, 1935, by the German Government conflicted with a fundamental rule of international life and an essential principle of the law of nations; that this unilateral action, taken at a time when negotiations were actually being pursued for the organisation of security in Europe, must necessarily appear to be a threat to European security, the Council declared that Germany had failed in the duty which lies upon all the members of the international community to respect the undertakings which they had contracted, and condemned any unilateral repudiation of international obligations.

The Council further invited the Governments which took the initiative in the London plan of February 3rd, 1935, or which gave their approval to it, to continue the negotiations and to promote the conclusion, within the framework of the League of Nations, of the agreements which might appear to be necessary to attain the object defined in this plan, with a view to the maintenance of peace. It set up a committee to propose measures that would render the Covenant more effective in the organisation of collective security, and to define in particular the economic and financial measures which might be applied, should in the future a State, whether a member of the League of Nations or not, endanger peace by the unilateral repudiation of its international obligations.

The Ethiopian Government had asked the Council to consider its dispute with Italy at the extraordinary session that was to open on April 15th. The Council, after hearing the representatives of the two parties, who gave the assurance of the peaceful intentions of their Governments and of their desire to settle the dispute in conformity with the provisions of the Treaty of 1928, took the view that this question should not be placed on the agenda of the extraordinary session, seeing that it

would appear on that of the May ordinary session.

* * *

The Committee for the Regulation of the Trade in and the Private and State Manufacture of Arms and Implements of War concluded its work by adopting a report which will be submitted to the Governments represented at the Disarmament Conference and to the General Commission. This report contains draft articles to be embodied in a Convention.

* * *

The Council gave its approval to the negotiations that had been carried on by its special committee with the French Government, for the settlement of the Assyrians of Iraq in the territories of Syria under French mandate.

The success of these negotiations will enable the number of settlers permanently established in these States to be raised to 6,500, of whom 2,200 are already provisionally installed there. The Council also approved the suggested visit of the President of the Council Committee to Iraq and to Syria for the purpose of setting on foot the proposed plan of settlement.

* * *

The Advisory Committee of Experts on Slavery, at its first session dealt with various aspects of slavery and prepared a report to the Council on the subject.

* * *

The Executive Committee of the Intellectual Co-operation Organisation reviewed the work of the Organisation since December, 1934, and approved a programme for its future work.

* * *

The Directors of Institutes and Schools of Hygiene met at Geneva to examine the results of investigations undertaken on several aspects of rural hygiene, under the general direction of the Health Organisation of the League of Nations, and decided on the points on which the investigations should be further continued.

* * *

The Permanent Court of International Justice gave an advisory opinion in the case relating to the suppression of private schools in Albania. It held that this measure was not in conformity with the letter or the spirit of the declaration made before the Council of the League by the Albanian Government on October 2nd, 1921, with reference to the rights of national minorities.

II.—POLITICAL QUESTIONS.

I. REQUEST OF THE FRENCH GOVERNMENT UNDER ARTICLE II, PARAGRAPH 2, OF THE COVENANT.

The Council, at an extraordinary session held from April 15th to 17th, dealt with the request of the French Government under Article II, paragraph 2, of the Covenant, in view of the decisions of the German Government relating to armaments.*

In a communication dated April 9th, the French Government had presented observations in support of this request. It emphasised that in two essential provisions (relating to military service, the reorganisation of the army, and to a military air force), the military clauses of the Peace Treaty had been formally repudiated by the German Government. In view of this violation, it considered that it was the League's duty to take cognisance of the matter. Founded as it was on the obligation to respect international undertakings, the League could not remain indifferent to the affirmation of a policy entirely contrary to the principles on which it rested. The German Government, in acting as it had done, had seriously compromised the success of the international negotiations for the limitation of armaments pursued under the auspices of the League and on the basis of Article 8 of the Covenant. On February 3rd, 1935, a programme had been framed by the French and United Kingdom Governments and had been accepted by the Government of the Reich.

In the French Government's view, it was the Council's duty to pronounce upon the responsibility for the state of things thus created. In a Europe in which the method of unilateral denouncing of engagements became general, there would soon be no room for any policy but one of force.

It was incumbent on the Council to meet such a threat to international order by considering the most suitable measures for remedying the situation, and for preventing its recurrence.

After speeches by all the members of the Council, the latter on April 17th unanimously (the Danish representative abstaining)† passed

* See Monthly Summary, Vol. XV., No. 3, page 62.

† The Danish representative explained his abstention by stating that, whilst his Government gladly supported the solemn affirmation of respect for treaties, the study of means for ensuring such respect, and the continuation of the negotiations that had been begun—three positive and constructive parts of the draft resolution—it had serious doubts as to the part of the draft which passed judgment upon German policy, for it feared that in this way difficulties might be placed in the way of future negotiations.

a resolution submitted by the Governments of France, the United Kingdom and Italy, whose Prime Ministers and Foreign Ministers had previously held a conference from April 11th to 14th at Stresa. The text of this resolution is as follows:—

“The Council,

Considering

(1) That the scrupulous respect of all treaty obligations is a fundamental principle of international life and an essential condition of the maintenance of peace;

(2) That it is an essential principle of the Law of Nations that no Power can liberate itself from the engagements of a treaty nor modify the stipulations thereof unless with the consent of the other Contracting Parties;

(3) That the promulgation of the military law of March 16th, 1935, by the German Government conflicts with the above principles;

(4) That by this unilateral action the German Government confers upon itself no right;

(5) That this unilateral action, by introducing a new disturbing element into the international situation, must necessarily appear to be a threat to European security;

Considering, on the other hand,

(6) That the British Government and the French Government with the approval of the Italian Government had communicated to the German Government as early as February 3rd, 1935, a plan for a general settlement, to be freely negotiated, for the organisation of security in Europe and for a general limitation of armaments in a system of equality of rights, while ensuring the active co-operation of Germany in the League of Nations;

(7) And that the unilateral action of Germany above referred to was not only inconsistent with this plan, but was taken at a time when negotiations were actually being pursued;

I.

Declares that Germany has failed in the duty which lies upon all the members of the international community to respect the undertakings which they have contracted, and condemns any unilateral repudiation of international obligations.

II.

Invites the Governments which took the initiative in the plan of February 3rd, 1935, or which gave their approval to it, to continue the negotiations so initiated, and in particular to promote the conclusion, within the framework of the League of Nations, of the agreements which may appear necessary to attain the object defined in this plan, due account being taken of the obligations of the Covenant, with a view to assuring the maintenance of peace.

III.

Considering that the unilateral repudiation of international obligations may endanger the very existence of the League of Nations as an organisation for maintaining peace and promoting security,

Decides

That such repudiation, without prejudice to the application of the measures already provided in international agreements, should, in the event of its having relation to undertakings concerning the security of peoples and the maintenance of peace in Europe, call into play all appropriate measures on the part of Members of the League and within the framework of the Covenant ;

Requests a Committee composed of the following States : France, Italy, the United Kingdom, Union of Soviet Socialist Republics, Spain, Poland, Netherlands, Yugoslavia, Hungary, Canada, Chile, Portugal, Turkey, to propose for this purpose measures to render the Covenant more effective in the organisation of collective security and to define in particular the economic and financial measures which might be applied, should in the future a State, whether a Member of the League of Nations or not, endanger peace by the unilateral repudiation of its international obligations."

The Council thereupon instructed the Secretary-General to fix the date of the meeting of the above Committee as soon as he had been informed by the various Governments of the names of their representatives.

* * *

During the discussion of the resolution, the representative of Turkey drew attention to the fact that the Treaty of Lausanne of 1923 contained military clauses relating to the Straits which placed Turkey in an unfair position. Should there be changes in the situation established by the existing treaties Turkey would, he said, be obliged to make them dependent upon consequent modifications in the military régime of the Straits. Such changes would not, however, affect the freedom of the Straits in any way.

The representatives of the United Kingdom, Italy and France made reservations with regard to this statement. The representative of the U.S.S.R. said that his country would put no obstacles in the way of the realisation of the wishes expressed by the Turkish representative.

2. DISPUTE BETWEEN ETHIOPIA AND ITALY.

The Italian Government replied on April 10th to the Ethiopian Government's letter of March 29th.*

The Italian Government did not agree with the Ethiopian Government that the stage of ordinary diplomatic methods referred to in Article 5 of the Italo-Ethiopian treaty of 1928 was exhausted. In any event, the further procedure for the settlement of the controversy was indicated in the notes of January 19th,

1935, whereby the Italian Government and the Ethiopian Government pledged themselves to submit the dispute to the procedure provided for in Article 5 of the above treaty. This Article reads as follows :

"Both Governments undertake to submit to a procedure of conciliation and arbitration disputes which may arise between them and which it may not have been possible to settle by ordinary diplomatic methods without having recourse to armed force. Notes shall be exchanged by common agreement between the two Governments regarding the manner of appointing arbitrators."

In this connection, by a note dated August 3rd, 1928, His Highness the Heir to the Throne and Regent of the Ethiopian Empire intimated to the Italian Minister at Addis Ababa that the stipulation in Article 5 of the Treaty of Amity was to be understood in the following sense. The Ethiopian Government would choose two arbitrators and the Italian Government two arbitrators ; the four arbitrators would settle the dispute by consent. If they were unable to reach an agreement, they would choose a fifth arbitrator by common consent and the dispute would be settled by a majority vote. By a note dated August 4th, 1928, the Italian Minister at Addis Ababa informed His Imperial Highness the Heir to the Throne and Regent of the Ethiopian Empire that the aforesaid interpretation was identical with that given by the Italian Government to Article 5 of the Treaty of Amity.

The Italian note of April 10th, 1935, added that the Government was taking steps to notify the Ethiopian Government direct that it was prepared to make the necessary arrangements with that Government regarding the details of the conduct of the procedure provided for in Article 5 of the Treaty of 1928. The Italian Government was thus conforming to the undertakings into which it had entered, and considered that the procedure of conciliation and arbitration to which the dispute was submitted in accordance with the agreement of January 19th, 1935, duly noted by the Council of the League of Nations in its resolution of that date, should be applied, as provided for in the Conventions in force between the two parties.

A few days previously, on April 3rd, in response to information concerning the departure of 4,000 Egyptian labourers for Eritrea, the Abyssinian Government announced that these workmen were intended to carry out works near the Ethiopian frontier and formed part of the Italian military preparations referred to in its note of March 29th, 1935, and

* See Monthly Summary, Vol. XV., No. 3, page 70.

were of a nature to aggravate the existing conflict. It accordingly asked the Council to consider the situation as early as possible, that is to say, at its forthcoming extraordinary session in April.

On April 15th, at the beginning of that session, summoned to deal with the French Government's request on the subject of German rearmament,* the Secretary-General mentioned the Ethiopian application.

He reminded the Council that in conformity with Article 3, paragraph 7, of the Rules of Procedure, it was for the Council to decide by a majority whether a new question should be added to the agenda of the session.

After speeches by the representatives of Italy and Ethiopia and of several members of the Council, the President observed that the two parties had both made perfectly clear declarations as to their pacific intentions and their desire to settle the question in conformity with the stipulations of the Treaty by which they were bound. That being so, he did not think that there was any need to apply an extraordinary procedure to the problem.

In accordance with the President's suggestion, the Council agreed that the item should not be placed on the agenda of the extraordinary session, seeing that it would appear on the agenda of the ordinary session in May.

3. DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

The Secretariat has received several further communications, in particular from Portugal, Southern Rhodesia, Bulgaria, Nicaragua, Union of South Africa, Argentine, China and Uruguay, regarding the supply of arms and war material to Bolivia and Paraguay.†

The Governments of Portugal, Southern Rhodesia and China announced that they had taken the necessary steps to give effect to the recommendations voted on January 16th, 1935, by the Advisory Committee on the Chaco Dispute.

The Argentine Government stated that there was and could be no direct exportation of war material from the territory of the Argentine Republic, inasmuch as the country possessed

no industry producing arms and munitions for sale or export.

With regard to the re-export or transit of war material, the Argentine Government had from the outset taken all necessary steps to prevent its ports from being used for the shipment of war material to Paraguay. This question had not arisen in relation to Bolivia, owing to the distance between those ports and the Plateau.

The Government of Uruguay informed the Secretary-General on March 27th that the Uruguayan delegate had already explained to the Advisory Committee his country's point of view on the arms embargo problem, and outlined the rules applied by his Government in maintaining the strictest neutrality towards the Chaco conflict.

The Uruguayan Government had not modified the terms of its accession to the measures recommended with a view to the enforcement of the arms embargo, since there had so far been no identical accession on the part of the countries adjacent to the belligerents. -

4. REPRESSION OF INTERNATIONAL TERRORIST ACTIVITY.

The Committee set up by the Council to prepare a draft of an international convention to assure the repression of conspiracies or crimes committed with a political terrorist purpose‡ met at Geneva on April 30th, with M. Carton de Wiart (Belgium) as chairman.

An account of this Committee's work will appear in the next number of the *Monthly Summary*.

5. DELIMITATION OF THE FRONTIER BETWEEN BURMA AND YUNNAN.

By communications of April 16th, the Governments of the United Kingdom and India, on the one hand, and the National Government of China, on the other hand, asked the President of the Council to appoint the neutral President of a Mixed Commission set up by these Governments to delimit the southern sector of the frontier between Burma and Yunnan.

The President of the Council agreed to proceed to this appointment.

III.—PROTECTION OF MINORITIES.

SETTLEMENT OF THE ASSYRIANS OF IRAQ.

The Council, on April 17th, dealt with the question of the Assyrians of Iraq.

* See also page 83 (article on French request).

† See *Monthly Summary*, Vol. XV., No. 2, page 29.

The Representative of Spain, M. de Madariaga, Rapporteur, said that the Committee of the Council had been forced to realise with regret that the settlement of these Assyrians in

‡ See *Monthly Summary*, Vol. XIV., No. 12, page 283.

British Guiana, as proposed by the United Kingdom Government, was impracticable. The other offers made in response to the repeated appeals of the Council and the Committee did not afford all the guarantees of success that the Committee regarded as indispensable, and had therefore had to be abandoned.

Since it was essential that the question should be dealt with urgently, the Committee had reverted to the idea of a further settlement of Assyrians in Syria. For reasons both humanitarian and political, therefore, the Committee had appealed to the French Government to accept, as permanent settlers in the mandated territories of Syria, not only those Assyrians who were at the moment provisionally settled there, but also those for whom the Committee had to find a place of settlement.

In response to this appeal, the French Government had laid various considerations before the Committee and had intimated what practical possibilities of settlement had already been recognised to exist, and on what others no final opinion could be formed without further investigation. By a letter dated April 14th, the French Government informed the Chairman of the Committee that, from the data available, it was possible to contemplate, subject to arrangements to be made, enlarging the existing settlement of 2,200 persons to 6,500. The investigations then proceeding would doubtless reveal wider possibilities which would be of benefit to such other Assyrians as might express a desire to leave Iraq.

But this offer was subject to the reservation that the French Government "could not in practice respond to the appeal addressed to it without an official assurance by the Council that no burden would be placed either on the French budget or on the local budgets on account of the settlement of the Assyrians in Syria, nor without a plan setting forth the means to be employed to obtain the sums required for this settlement."

The Committee had always considered that the work could only be undertaken and carried out if sufficient sums were available as and when required. It would as soon as possible establish a detailed plan on this basis, in close co-operation with the Iraqi and French Governments.

The Committee also expressed the opinion that no financial obligation in respect of the capital expenditure involved by the proposed settlement operations, or in respect of the subsistence of the settlers until they should be able to provide for themselves, should be laid either on the French Government or on the States of Syria under French mandate.

Accordingly, the Rapporteur asked the Council to approve the attitude taken up by the Committee, to give the French Government the necessary undertaking and to vote funds to cover certain immediate expenditure, in particular the cost of the journey of the Chairman of the Council Committee, M. López Oliván, to Iraq and Syria, which was decided on at the Baghdad Government's invitation and which was regarded by that Government and by the Council Committee as likely to facilitate negotiations and contribute effectively to the realisation of the plan of settlement.

M. Shabandar, Representative of Iraq, after taking his seat at the Council table, thanked the Council Committee for its efforts, and also the French Government for its willingness to receive these Assyrians in Syria. He was convinced that the journey of the Chairman of the Committee to Iraq would prove to be most helpful. His Government would do everything possible to ensure the success of the Chairman's efforts.

Sir John Simon, Representative of the United Kingdom, regretted that the idea of settlement in British Guiana should have come to nothing. The information available when the United Kingdom Government put the suggestion before the Council Committee encouraged it to take a hopeful view of the prospects in the Rupununi district. It was, however, because that district was largely undeveloped that His Majesty's Government had recommended that, as a first step, a mission of investigation should be sent out by the League. He paid a tribute to the thorough and conscientious manner in which it had carried out its work. It was, however, impossible for His Majesty's Government, who had had an opportunity of studying the mission's report, not to agree with the conclusion at which the Council Committee had arrived that, whatever potentialities of ultimate development the district in question might possess, it could not be regarded as offering a sufficiently assured or sufficiently rapid solution of the exceptional problem which the Assyrian question presented. Eighteen months had passed since the question of the settlement of the Assyrians outside the boundaries of Iraq had been raised. The Council Committee had been untiring in its efforts, but it had been faced with no easy task, and the lapse of time had been unavoidable. Meanwhile, however, neither the importance nor the urgency of the problem had diminished; quite the contrary. He expressed his gratitude to the French Government for its readiness, in spite of local difficulties, to do its utmost to assist the League

in the solution of this most important problem. He wished success to the Chairman of the Council Committee and trusted that his journey to the Near East would result in the rapid working out of a satisfactory detailed scheme.

The President, M. T. R. Aras, speaking as Representative of Turkey, desired to state that his Government followed with interest the question of the establishment of the Assyrians, who were victims of the world war. But in the interests of that population itself and of the populations of neighbouring countries, it would be desirable that this establishment should take place at a distance of one hundred kilometres from the frontiers of neighbouring countries, the place of final establishment being in any case not less than fifty kilometres from those frontiers.

M. Massigli (France) thanked Sir John Simon for the appreciation that he had been good enough to express of the effort of the French Government to make a decisive contribution towards the solution of this most difficult problem of the Assyrians. The French Government was very glad to see this proof of the

interest which the Government of the United Kingdom had always shown in the settlement of this delicate question.

He drew particular attention to the statement made by the President. By accepting the establishment of these Assyrio-Chaldeans as permanent settlers in Syria, the mandatory Power would be taking, as regards the population under its mandate, a serious moral responsibility. In these circumstances, it therefore desired to have the explicit approval of the Council. Moreover, the mandatory Power had concluded with Turkey a Treaty of good neighbourly relations, and this Treaty embodied provisions concerning the establishment of political refugees on either side of the common frontier. The French Government desired faithfully to discharge all its obligations under that Treaty and could not agree to a plan of establishment that might imply any derogation whatsoever from its clauses, unless that derogation was explicitly approved by the co-signatory to the Treaty, namely, Turkey.

The Council adopted the Rapporteur's conclusions.

IV.—SOCIAL AND HUMANITARIAN QUESTIONS.

1. SLAVERY.

*Meeting of the Advisory Committee of Experts.**

The Advisory Committee of Experts on Slavery held its first biennial session in Geneva from April 1st to 10th, under the Chairmanship of M. A. Gohr (Belgian), who was elected to hold office for the next two-year period. Governor Th. Marchand (French) was elected Vice-Chairman. M. Gohr accepted also to act as rapporteur for the present session.

In accordance with the resolution of the 1932 Assembly, and with the rules of procedure approved by the Council in January, 1934, the Committee examined documents sent in by various Governments on different aspects of slavery. Memoranda submitted by its members were also considered.

The Committee's report prepared for the Council deals with the practice of slave raiding and slave dealing where it still persists. It examines also the status of slaves and the different kinds of restrictions on the liberty of the person practised in domestic and agricultural servitude.

The session was attended by the following: M. Albrecht Gohr (Chairman), honorary Secretary-General of the Belgian Colonial Ministry, Member of the Committee of Experts on Native Labour; M. Th. Marchand, Colonial

Governor, formerly Commissioner of the French Republic in the Cameroons; M. José d'Almada, Colonial Adviser to the Portuguese Foreign Ministry; Sir George Maxwell, former Secretary to the Government of the Federated Malay States; Mme. Isabel Oyarzabal de Palencia, Spanish Delegate to the International Labour Conference and to the Assembly of the League of Nations; M. A. Neijtzell de Wilde, Head of the Legal and League of Nations Section of the Dutch Colonial Ministry; Commander Tullio Zedda, former Secretary-General of the Government of Eritrea.

2. REFUGEES.

Position of Refugees from the Saar.

By a resolution dated January 21st, the Council instructed its rapporteur on refugee questions, the Mexican representative, to submit proposals, jointly with the Council Committee on the Saar, in regard to the position of refugees from the Saar territory, at the next session of the Council.†

In accordance with instructions from the President-in-Office of the Council, the Secretary-General communicated to members of the Council the report of the Mexican representative. From this it appears that there are two classes of Saar refugees: inhabitants of the Saar,

* See Monthly Summary, Vol. XIV., No. 9, page 225.

† See Monthly Summary, Vol. XV., No. 1, page 4.

properly so called (about 3,300), and refugees from Germany (about 800), who came to the Saar but did not wish to remain there.

According to the report, refugees of this second class might generally be assimilated to the German refugees dealt with by the High Commissioner in London, who was appointed by a resolution of the Assembly in 1933,* and the Council has no need to take a special decision in regard to these.

But as regards refugees who were inhabitants of the Saar, the Council might ask the Nansen International Office for Refugees to undertake their protection.

In his communication, the Secretary-General added that, if he received no remarks before April 10th, he would consider himself authorised to take the necessary steps, with the approval of the President of the Council and the rapporteur, to give effect to this proposal. The Council would be informed of the position at its next ordinary session.

3. INTERNATIONAL RELIEF UNION.

Meeting of the Executive Committee.

The Executive Committee of the International Relief Union held its fourth session in Paris on April 26th and 27th, under the Chairmanship of M. Ciraolo (Italian).

A special discussion took place on the scientific study of disasters, in which M. R. Montandon, Editor in Chief of "*Matériaux pour l'étude des calamités*," and M. Pierre Vayssiére, Secretary of the French Commission for the Study of Disasters, took part.

The Committee approved the report on the progress of the permanent central service, which had been presented to it, and adopted a report to be submitted to the States Members of the International Relief Union. This report has also been forwarded to the Secretary-General of the League for communication to the Council and the Assembly.

The Committee drew up the agenda of the Second General Council of the International Relief Union. It decided that this body should meet on December 2nd, 1935, in order to enable those members of the Executive Committee who will be attending the Third Pan-American Red Cross Conference, to be held at Rio de Janeiro next October, to be present at

its session. The Executive Committee was unanimously of opinion that the work done at the Rio de Janeiro Conference might have a direct influence on the development of the International Relief Union and that it was, therefore, desirable that the Second General Council should not meet until after it had taken place. Invitations were sent out immediately in order to give effect as far as possible to the terms of the Statutes of the Union, which lay down that the General Council shall be summoned by the Executive Committee to meet once every two years, although in the present instance this period will be exceeded by several months.

The Executive Committee appointed the following experts: Dr. Kluck and Professor Bungeler, substitute (Danzig); Dr. I. Ayora (Ecuador); M. S. Gas (France); Mr. C. F. Roundell (United Kingdom); Dr. V. de Simon, Dr. A. E. Klein, substitute, and Madame A. d'Ibranyi, substitute (Hungary); Colonel Albisetti and M. Steiner, substitute (Switzerland); and Dr. Lecuna (Venezuela). These appointments are subject to ratification by the Governments of the States of which the experts are citizens.

The following took part in the Committee's work: Colonel Draudt and the Marquis de Lillers, Vice-Chairmen, Senator François, Mr. Algernon Maudslay and M. Parra-Perez. The League of Nations was represented at the meeting by M. Pilotti, and the International Red Cross Committee by its President, M. Max Huber. Mr. Ernest J. Swift attended for the League of Red Cross Societies.

4. PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

Meeting of the Advisory Commission.

The Advisory Commission for the Protection and Welfare of Children and Young People, which is composed of a Child Welfare Committee and a Traffic in Women and Children Committee, met at Geneva on April 24th, with M. Gajardo (Chile) in the Chair. The session extended into the month of May.

An account of this Commission's work will be given in the forthcoming number of the *Monthly Summary*.

V.—CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

COMMITTEE FOR THE REGULATION OF THE TRADE IN AND PRIVATE AND STATE MANUFACTURE OF ARMS AND IMPLEMENTS OF WAR.

The Committee for the Regulation of the

Trade in and Private and State Manufacture of Arms and Implements of War resumed at the end of March the session which had begun on February 14th, but which had been interrupted in order to allow the work of the Subcommittee to continue.

* See *Monthly Summary*, Vol. XIII., No. 10, page 222.

It finished its work on April 13th by adopting a report which will be submitted to the Governments represented at the Conference for the Reduction and Limitation of Armaments and to the General Commission of the Conference. The report summarises the proceedings of the Committee and its sub-committees and of various Committees, such as the Committee on General Provisions and the Technical Committee of the National Defence Expenditure Commission, which had participated in its work.

The report embodies draft texts representing the result of the discussions. These texts are in no way binding on the Governments represented in respect of their final attitude, and they do not preclude a compromise where certain differences of opinion still exist. The Committee, nevertheless, observes that material progress has been made towards an agreement and a narrowing down of differences of opinion on vital points, and it expresses the hope "that the future work, the final success of which depends exclusively on the solution of a few questions of principle, may be completed in the near future, especially if the general political situation becomes clearer."

The draft articles of the Convention, as presented by the Committee, consist of texts unanimously adopted, texts previously adopted by a majority vote and subject to reservations, and alternative texts to cover cases in which certain delegations were unable to accept decisions of substance approved by the majority. The articles are accompanied by a commentary, which explains how the texts were drafted or indicates the reservations made by the delegations.

The report contains three annexes :—

- (1) Report by a Committee of Jurists ;
- (2) Report by a Committee dealing with the Question of the Transit of Arms ;
- (3) Opinions of the Technical Committee of the National Defence Expenditure Commission.

* * *

Chapter I. of the Convention comprises four articles :—

(1) The Contracting Parties assume full responsibility for the supervision over the manufacture of and trade in arms and implements of war coming within the categories set forth in Article 4, so as to ensure the regular communication and the accuracy of the documents for publicity provided for in the Convention.

(2) They will take the necessary steps to ensure in the strictest manner the execution

of the provisions of the Convention and will forward to the Permanent Disarmament Commission the text of all laws, regulations or other legal provisions to this effect.

(3) They undertake to conform to the measures of permanent and automatic supervision as set out in Chapter IV. of the Convention. Certain delegations reserved their views as to the permanent and automatic supervision to be defined in Chapter IV.

(4) Five categories of arms and implements of war coming within the application of the Convention were provisionally established as follows : I. Military Armaments ; II. Naval Armaments ; III. Air Armaments ; IV. Arms and Ammunition capable of being used for both military and non-military purposes ; V. Aircraft, other than those included in Category III. and component parts of aircraft.

Chapter II. covers the manufacture of arms and implements of war.

(5) The Contracting Parties undertake to forbid in their territories the manufacture of arms and implements of war (as set forth in Categories I., II. and III.) unless manufacturers have obtained a licence or an authorisation to manufacture issued by the Government.

(6) The licence to manufacture will be valid for a definite period and will be revocable at any time by decision of the Government. The licence will give the name and address of the manufacturer and the designation of the articles authorised to be manufactured.

(7) The Contracting Parties will send to the Permanent Disarmament Commission certain information concerning their manufacture of arms. There was a difference of opinion as to what this information should be and the form in which it should be presented.

The provision that there should be a previous notification of orders placed with manufacturers was accepted by some delegations and rejected by others.

Chapter III. covers the trade in arms and implements of war.

(8) The Contracting Parties undertake to prohibit in the territories under their jurisdiction the export of articles in Categories I. to V. inclusive of Article 4, and the import of articles in Categories I. to III. inclusive, without an export or import permit issued by the Government. The form to be given to these import and export permits is laid down, certain delegations, however, reserving their positions in regard thereto.

(9) The Contracting Parties undertake to forward to the Permanent Disarmament Com-

mission certain information concerning their trade in arms. Differences of opinion arose in connection with this article similar to those which arose in regard to Article 7.

(10) The export of articles in Categories I., II. and III. shall be for direct supply to the Government of the importing State, or, with the consent of such Government, to a public authority subordinate to it.

(11) Export for supply to private persons of arms and materials in Categories I., II. and III. may be permitted in specified cases.

(12-13) Less strict provisions govern exports in so far as Categories IV. and V. are concerned.

(14) The Contracting Parties must furnish a return in respect of each vessel of war acquired other than vessels of war constructed for such Contracting Parties within their respective jurisdictions.

(15) They undertake not to apply a more favourable régime to imports of arms and implements of war coming from territories of non-contracting States than that applied to such imports coming from territories of contracting States.

(16) Exceptions provide that certain specified shipments and transports of arms shall not come under the Convention.

Chapter IV. of the Convention concerns the composition, functions and operations of the Permanent Disarmament Commission.

(17) There shall be set up at the seat of the League of Nations a Permanent Disarmament Commission composed of representatives of the Governments of the Contracting Parties, who may be accompanied by substitutes and experts.

(18) It shall be the duty of the Commission to watch over the execution of the Convention.

(19) The Commission may be assisted by experts. This article was, in certain particulars, subject to reservations.

(20) The members of the Commission, their

substitutes and experts and the experts and agents of the Commission, when engaged on the business of the Commission, shall enjoy diplomatic privileges and immunities.

(21) The Secretary-General of the League of Nations shall provide the Secretariat of the Commission.

(22) The Commission shall set up committees of its own members, and shall determine their number, composition and functions. Provisions for the setting up of regional committees of inspection were not accepted by certain delegations.

(23) The Commission shall receive, co-ordinate and carry out the examination of the information furnished in pursuance of their obligations under the Convention.

(24) It may request the Contracting Parties to supply in writing or verbally any supplementary particulars or explanations.

(25, 26, 27) Provisions for the consideration of various kinds of information by the Commission were not accepted by certain delegations.

(28) The Commission shall publish the information furnished under the Convention with regard to the manufacture, export and import of arms and implements of war.

(29) Article 29 and the following articles provide for the methods of procedure to be adopted in the control and investigation of the trade in and manufacture of arms. There was a fundamental difference of opinion, however, as to whether or not there should be investigation on the spot and as to the conditions in which the national control exercised by the Contracting Parties over the manufacture and trade in arms should be organised and carried out.

These articles also lay down the conditions in which the Permanent Disarmament Commission shall be summoned and various points as to its procedure.

VI.—TECHNICAL ORGANISATIONS.

I. HEALTH ORGANISATION.

(a) *Meeting of Directors of Schools of Public Health.*

Directors of Schools and Institutes of Public Health from certain countries met at Geneva from April 24th to 26th. Dr. Madsen (Danish) took the Chair.

The European Conference on Rural Hygiene which was held in 1931 had requested institutes and schools of health to undertake the investi-

gation of various subjects, in particular of foodstuffs (especially milk), typhoid fever in country districts, the supply and purification of drinking water and the "treatment" of manure and household refuse with a view to the destruction of flies.*

The Directors of the schools and institutes have examined the results of these investi-

* See Monthly Summary, Vol. XI., No. 7, page 174.

gations, which have been carried out under the general direction of the Health Organisation. It has been possible to collect a large amount of information, of which a part has already been published in the Organisation's Quarterly Bulletin. The Directors observed that these studies were of great interest and practical utility, and asked the Health Committee to continue their enquiries as regards certain points which require elucidation.

The European Conference on Rural Hygiene also recommended a study of the question of rural housing and farms. The Directors considered this question and held that it should be dealt with as follows :

There should be

(a) A general review of the housing conditions in farming districts, looked at from the point of view of hygiene and public health, and thus also from the economic and social standpoint ;

(b) A consideration of the types of rural dwellings best suited to various geographical areas and to the customs and nature of work of the inhabitants.

The Directors took the view that the information on the subject was already in some respects quite extensive. Rural dwellings were a subject of general concern, there being a desire to perfect the housing conditions of country workers.

The Directors adopted a report to be addressed to the Health Committee, in which they suggest the general lines along which the proposed studies should proceed, together with a draft questionnaire that would enable the existing information to be completed. These investigations would lead up to the holding of national exhibitions for the purpose of showing what the existing situation was, what had been done and what was in view, for the purpose of attaining the standard required by health and modern civilisation. They might be completed by an international exhibition. Professor Angelini, President of the Fascist Confederation of Agricultural Workers, said that his Government would probably be prepared to issue invitations for such an exhibition to be held at a date provisionally fixed for October, 1936.

It will be for the Health Committee to take a decision on these proposals.

* * *

The Directors were also informed of the general outline of the report which the Health Committee is preparing on the subject of nutrition, in order that they might supply the

Health Section of the Secretariat with the result of their personal experience and of the work accomplished in their respective countries.

This report will be prepared for the use of Health Administrations, and will deal not only with physiological theories, but with nutrition considered as a branch of social medicine. It will draw attention to the feeding of country populations and will show the relations that exist between the food requirements of the human race and economic possibilities. It will appear in the June number of the Quarterly Bulletin of the Health Organisation.

The following were present at this meeting :

Dr. Th. Madsen, Director of the State Institute of Serotherapy, Copenhagen (Chairman).

Prof. F. Angelini, President of the Fascist Confederation of Agricultural Workers, Rome.

Dr. B. Borcic, Director of the School of Hygiene, Zagreb.

Prof. M. Ciuca, of the Cantecuzene Institute, Bucarest.

Prof. W. Chodzko, Director of the State School of Hygiene, Warsaw.

Dr. G. P. Crowden, Reader in Industrial Physiology, University of London.

Dr. Bela Johan, Director of the State Institute of Hygiene, Budapest.

Dr. M. Kacprzak, of the State Institute of Health, Warsaw.

Prof. Husamettin Kural, Under-Secretary of State in the Ministry of Social Welfare and Health, Ankara.

Prof. J. J. van Loghem, Director of the Amsterdam Institute of Hygiene.

Dr. N. Filippo Neri, Director of the Institute of Hygiene of the Royal University, Florence.

Prof. J. Parisot, Director of the Nancy Institute of Hygiene.

Dr. Hynek Pelc, of the State Institute of Hygiene, Prague.

Mr. A. T. Pike, Secretary of the Garden City and Town Planning Association, London.

Prof. G. Pittaluga, Director of the National School of Hygiene, Madrid.

Prof. Thomsen, of the Institute of Zoology, Veterinary School, Copenhagen.

For the International Labour Office :

Dr. Stocker.

Dr. von Bulow.

Dr. G. K. Strode, International Health Division of the Rockefeller Foundation, Paris.

(b) *Influenza at the Beginning of 1935.*

The Health Section of the Secretariat, in its quarterly Epidemiological Report, publishes an

article on the influenza epidemic in Europe and America at the beginning of 1935.

The conclusions are as follows :

In Europe, influenza occurred in a definitely epidemic form and, although as a general rule mild, it was easily recognised from the usual series of seasonal colds and catarrhs. The incidence was not uniform, neither was the culminating point reached at the same time in all regions.

In Finland, the disease was not very widespread.

In Sweden, it was widespread, but mild in character.

In Denmark, it seems to have reached its maximum intensity in February, except in Copenhagen, where the highest number of cases was recorded during the second week of March.

In Norway, the number of cases was considerable in the West of the country at the beginning of February. The incidence declined rapidly at the beginning of March.

In Germany, the disease prevailed more severely than in the Scandinavian countries. The number of deaths reported in the large towns is comparable with that during the winter of 1930-1931. The maximum in 53 large towns was reached with 263 deaths attributed to influenza during the week ending February 23rd. The increase in the death rate was most marked in the maritime towns and in those of Western and Southern Germany.

In Czechoslovakia, a mild type appeared in epidemic form at the beginning of February in Northern Bohemia ; during the second half of the month it extended over the whole country.

In Switzerland, the epidemic spread rapidly towards the end of January, and, although it was of a mild type, its growth in the West assumed alarming proportions. But it was much less fatal than in 1927 and 1931.

In France, influenza spread to all parts of the country in January, and a certain number of deaths of soldiers in garrisons were reported at the beginning of February. In Paris, the maximum seems to have been reached during the first ten days of February, the general death rate during this period exceeding by nearly 27 per cent. the average for the same

ten days during the previous five years. The deaths chiefly occurred amongst people of advanced age, which is characteristic of relatively mild epidemics.

In Rumania, the epidemic became widespread towards the end of January, especially in Moldavia.

In Hungary and Yugoslavia, it was of a mild type.

In Spain, it was prevalent in February, but did not reach serious proportions. The number of deaths was relatively highest in Barcelona.

In Great Britain, the disease was quite mild.

Outbreaks were also reported in certain towns of Italy, Bulgaria, Greece and Egypt.

In the United States of America, the epidemic wave was more serious than those of 1933-34 and 1931-32, without reaching the level of the winter of 1932-33. The first increase in incidence was notified in the Eastern States between December 3rd and 22nd, in the form of local outbreaks in certain States or cities. During the first fortnight of January it suddenly spread to the Western States. It was also during this fortnight that the culminating point was reached in New England and in the North-east and Centre.

In the South Western and Pacific States, the highest incidence was reached during the first fortnight in February.

For the whole of the United States, the disease was four to five times more prevalent in 1935 than in 1931, 1932 or 1934. It was, however, markedly less widespread than in 1933.

But the data for mortality show that, in that country also, the disease was of the mild type.

2. ECONOMIC AND FINANCIAL ORGANISATION.

Meeting of the Economic Committee.

The Economic Committee met on April 29th and proceeded to reappoint its bureau. M. Elbel (France) was elected Chairman and Sir Frederick Leith Ross (United Kingdom) Vice-Chairman, to replace M. Dolezal (Poland) and M. Peroutka (Czechoslovakia) respectively.

As the Committee's session extended into the month of May a report on its work will appear in the next number of the *Monthly Summary*.

VII.—INTELLECTUAL CO-OPERATION.

1. WORK OF THE EXECUTIVE COMMITTEE.*

The Executive Committee of the Intellectual Co-operation Organisation of the League of

Nations met in Paris on April 24th and 25th to consider the work of the Organisation since last December and to approve the programme of future work.

B. League of Nations Teaching.—The Committee appointed certain experts to sit as

* See Monthly Summary, Vol. XIV., No. 12, page 295.

members of the Advisory Committee on League of Nations teaching and approved the agenda for the next session. This will consist of the three following points :—

- (1) General principles for the training of elementary and secondary teachers in League of Nations and international co-operation subjects.
- (2) Methods of application of these principles with a view to the teaching of certain subjects in a manner that will encourage an understanding of other peoples and their character, and awaken a feeling of international solidarity.
- (3) Consideration of detailed proposals for the publication by the Secretariat of a teachers' manual on the aims, organisation and work of the League of Nations.

B. National Committees.—The Committee, in accordance with the usual practice, decided to invite a certain number of national committees and State delegates to take part in the next meeting of the International Committee on Intellectual Co-operation. Invitations will be sent to the national committees on Intellectual Co-operation of Luxemburg, Latvia and Iceland, and to the State delegates of Egypt and Ecuador.

As regards the general conference of national committees in 1937, the Committee took note of the twenty-six accessions that have so far reached the Institute.

C. Scientific Questions.—The Committee noted a proposal by M. Lemoine, Director of the Paris Museum of Natural History, concerning the summoning of a meeting of Directors of Science Museums in June, on the occasion of the third centenary of the Museum's foundation. It was agreed that this meeting should take place under the auspices of the International Organisation of Intellectual Co-operation.

The Committee had before it the results of the investigation, carried out at the request of the Institute by certain anthropologists, into the origins of western civilisation, following on the Madrid Conversation and the Rome Congress of Archæologists of 1933.

The Committee was informed of the action taken as the result of the resolution of the International Council of Scientific Unions concerning co-operation with the Institute of Intellectual Co-operation, and decided to summon a meeting of certain members of the International Council of Scientific Unions at Geneva in July to discuss this question.

D. Scientific Study of International Relations.—The Committee heard a statement from the Director of the Institute on the next Conference

on Advanced International Studies, to take place in London in June, 1935, at which the subject discussed will be *collective security*. The Conference will also consider the development of international studies in countries that do not yet belong to the Organisation.

E. Extension of the Organisation's Work as regards Political and Social Sciences.—The Director of the Institute mentioned that this question had been raised by Professor Shotwell, and that subsequently enquiries had been made in France and in Italy as to the various bodies dealing with social and political sciences, with a view to international co-ordination.

The Director also pointed out that the International Committee on Intellectual Co-operation had instructed the Institute to co-operate with the International Labour Office in deciding on a subject of study relating to "the effects of mechanisation on modern life."

The International Institute came to the conclusion that there were three suitable subjects, having regard to the technical and to the intellectual sides of the question: (1) "The exact position of mechanisation in the present crisis." (2) "The influence of mechanisation on national character in different countries." (3) "Machinery and Man." The Director explained that after a consideration of the various aspects of the problem, it was thought that the third point alone seemed suitable. The Committee agreed, and decided that it should be worded as follows: "*The adaptation of mechanisation to the conditions of human work.*" In these terms the subject would be submitted to a certain number of experts who would define its scope more precisely. They would be informed that the investigation was being carried out by the International Institute of Intellectual Co-operation in *close harmony with the International Labour Office*.

After this first enquiry had been terminated, the subject might be brought before the International Committee on Intellectual Co-operation and referred for study to the national groups, which would also consult representatives of the various branches of study concerned.

F. Literary Questions.—The Committee noted a report from the Director of the Institute on the *Nice Conversations*, the subject of which was: *the intellectual training of modern man and the purpose of education*. Only members of the Committee on Arts and Letters took part in this Conversation, the object of which was to determine what were suitable subjects for discussion and study for the purpose of allaying

certain anxieties, of establishing clearly the position of human personality in social life and of fostering the development of that personality both during school years and by adult education.

The members of the Committee on Arts and Letters having regard to the problem of the individual, or rather to human personality in contemporary life, made a critical study of modern man and put themselves the question how it might be possible to train a type of individual capable of benefiting by and putting to constructive use the sum of collective experience.

The problems of "the culture of the greatest number and general culture," "of intelligence and irrationalism," of modern methods for fostering public spirit, of the function of the State and of traditional and social organisations in the formation of the individual were considered.

Adult education was considered at length, especially as regards the distinction to be made between the instruction of the masses and collective training in which man ceases to reason. A part of the Conversation was devoted to the formation of public opinion, an opinion adapted to present circumstances, profoundly modified by economic evolution and turning naturally towards international collaboration. Suggestions were made for enlisting the resources, of reason and of the emotions in the service of this cause.

Thus the Nice Conversation seems to have attained its object; it defined certain of the questions that the Intellectual Co-operation Organisation had asked it to define, questions of which it had itself suggested the study when it asked that the subject of the training of modern man and modern methods of education might be taken up.

The Committee held that the view that this preliminary enquiry should be completed by asking representative men of science and learned specialists in the analysis of human personality to define the rôle which they attribute to science and scientific method in the training of man.

G. Agreements on Intellectual Questions.—Agreements recently reached between certain Governments on intellectual questions—apart from those relating to the protection of intellectual rights or the exchange of official documents—were discussed by the Committee. The purpose of these agreements was the provision of travelling facilities for teachers, pupils and students, holiday courses, exhibitions, translations of works published in either

of the two contracting countries, and spread of literature, reciprocal knowledge of languages, broadcasting international programmes, cinematograph exchanges, professorships for encouraging a better mutual understanding, research institute in large capitals, access to archives, loans by libraries, etc.

At the request of M. Emile Borel, the Committee instructed the Institute to prepare a model convention for the purpose of unifying this class of agreement as far as possible.

H. Radiobiology.—The first international congress on Radiobiology, held in Venice in 1934, made a recommendation for the setting up of a radiobiological centre in Venice, to co-ordinate research on the subject of radiation in physics, chemistry and biology. Forwarding this recommendation to the Institute for Intellectual Co-operation, the Italian National Committee referred to the desirability that the League should encourage its Members to support the International Radiobiological Centre.

I. Cinematography.—The Committee considered the investigation undertaken by the Institute of Intellectual Co-operation on the intellectual rôle of the cinema, with a view to determining the influence of this new branch of art on the manners, tendencies and preferences of the present-day public. It noted the first replies received.

It also took note of a resolution of the International Congress on Anthropology and Ethnology requesting that the Rome Cinematographic Institute, in agreement with the Paris Institute, should summon a Committee of Experts to consider the possibility of arranging for collections of films devoted to anthropology and ethnology.

J. Intellectual Rights.—The Committee was informed of the annual meeting of institutes dealing specially with the study of intellectual rights, which will be held on May 31st in Brussels. This meeting will deal in particular with the means of co-ordinating the two conventions of Berne and Havana. The Institute informed the Committee that it had prepared a draft general convention, embodying the principle of these two diplomatic instruments, which would enable countries that had signed neither of them to accede to this new convention.

K. Important International Associations.—The Committee noted the decisions of the Committee for an understanding between important international associations, and in particular a recommendation as to the organisation by the League itself of travel by teachers with a view

to the study of the methods of League of Nations teaching in use in the modern world.

*L: American Ethnological and Historical Collection.**—The Executive Committee appointed a managing committee for the publication of an American Ethnological and Historical collection. This proposal was approved by the Assembly of the League, on the motion of M. Levillier, Argentine Ambassador in Mexico. Its intention is that the intellectual world should have at its disposal a new instrument of work and a new source of information. Its intention also is that knowledge so far acquired on the subject should be co-ordinated. The Assembly of the League will have placed before it a scheme showing the scientific and financial proposals involved and will thus be able to take a final decision as to the carrying out of the work.

* * *

The Committee, in conclusion, adopted the agenda for the next session of the International Committee on Intellectual Co-operation, to begin at Geneva on July 15th.

2. MEETING OF REPRESENTATIVES OF INTERNATIONAL STUDENTS' ORGANISATIONS.†

The Committee of Representatives of International Students' Organisations held its tenth session at Geneva on April 10th and 11th, under the chairmanship of Professor O. de Halecki (Polish).

This Committee, which meets once a year under the auspices of the International Organisation for Intellectual Co-operation, makes a rule of discussing on each occasion a question of a general character concerning student life. This year, with the assistance of the International Labour Office, it considered that of unemployment among young university graduates.

It first heard a general statement made by M. Maurette, Assistant Director of the International Labour Office. The important international organisations of students represented on the Committee then submitted memoranda mentioning the steps taken in various countries in the endeavour to improve the situation. These may be divided into restrictive and negative measures (in regard to which the Organisations made the most express reservations) such as the limitation of the admission of students to universities, increase of fees, prolongation of periods of study, restrictions

against foreigners and against women students; and positive measures, such as the creation of new openings for work, relief works, the establishment of labour exchanges for intellectual workers in certain overseas countries, professional guidance, etc.

The International Institute of Intellectual Co-operation also presented a report on the measures taken to combat unemployment among intellectual workers in the thirty-three following countries:

Argentina, Austria, Belgium, United Kingdom, Bulgaria, China, Czechoslovakia, Denmark, Egypt, Estonia, Finland, France, Germany, Greece, Hungary, British India, Iran, Irish Free State, Italy, Japan, Latvia, Luxembourg, Mexico, Netherlands, Norway, Palestine, Poland, Portugal, Rumania, Sweden, Switzerland, United States of America and Yugoslavia.

The Committee recognised that the problem of unemployment amongst young graduates of universities and colleges was only an aspect of the world economic depression and resulted from an unsatisfactory distribution of labour amongst different branches of human activity and among various geographical districts, and drew the attention of the competent bodies and institutions to the following measures:

Pursuance of Studies.

In so far as the university is to be regarded as a teaching body for the spread of general culture, the Committee holds that it is harmful and dangerous to try to limit attendance to those persons who from their previous instruction and intellectual capacity might rightly claim to study there.

But, on the other hand, in so far as the university is to be regarded as an institution for furnishing the necessary technical knowledge for the exercise of particular professions, the Committee considers that the arguments in favour of restricting admission, with a view to maintaining an equilibrium between supply and demand in intellectual employment, are not without weight.

Any selection involving a restriction must be based solely on a judgment of individual capacities, taking into account the twofold purpose of the university. Consequently, the imposition of a bar against women or against certain classes of the population on grounds of race or of opinion, is contrary to the very idea of a university.

The Committee was also opposed to any restriction on access to higher educational establishments through the increasing of fees

* See Monthly Summary, Vol. XIV., No. 9, page 227.

† See Monthly Summary, Vol. XIV., No. 4, page 94.

through reducing grants to necessitous students.

As far as possible, the selection should be carried out during the period of secondary education, which should not be organised solely as a preparation for the university, but must be capable of being an end in itself and of affording both the knowledge necessary for the exercise of a profession and the general culture indispensable for after life. Secondary education should, therefore, itself be organised as the normal prolongation of elementary education.

The young should be guided towards their future studies and towards the choice of a calling, at all stages of their education.

The Committee requested the Institute of Intellectual Co-operation and the International Labour Office to co-operate with the International Bureau of Education in an endeavour to co-ordinate the various branches of education, in the interests of vocational training and of general culture.

Restriction of Employment.

The Committee considered that any measure tending to limit the holding of several posts by the same individual and to lower the age of retirement should take account of the unsatisfactory economic position of intellectual workers, which obliges them to accept more than one post and to continue working after the usual retiring age. It also held that there should be no special restrictions on the employment of women.

Organisation of the Labour Market.

Unemployment among intellectual workers is largely due to a general lowering of the standard of life as the result of the world economic depression; but it is also due to the unsatisfactory distribution of workers, the main reasons for which seem to be:

- (1) that the conditions of life of the whole population in certain districts are less favourable than formerly;
- (2) that intellectual workers are centred in too great a proportion in the towns;
- (3) the obstacles in the way of international migration.

The Committee, therefore, recommended:

- (a) the establishment of university and professional information centres in various countries;
- (b) that public authorities or co-operative or mutual aid institutions should undertake the direction of certain branches of intellectual

work for which private individuals themselves had not the means to provide;

(c) the adoption of measures by universities or by students' organisations for training young intellectual workers for their professions in rural districts or colonies, or in new countries (Colonial Adaptation Courses, "Social Groups" in France, "Educational Missions" in Spain, "Frontier Colleges" in Canada);

(d) the framing of bilateral or plurilateral agreements on the equivalence of university degrees, on the exercise of professions in foreign countries and on the obtaining for the intellectual workers in one country of employment in other countries.

The Committee further asked that an information service for intellectual occupations might be set up in the International Labour Office, to co-ordinate the work of national information centres as regards the filling of posts, and to facilitate the international exchange of the necessary information.

Finally, the Committee expressed the hope that international organisations of students and intellectual workers would consider the possibility of establishing an international body to find employment for such workers, with the help of such general information as the International Labour Office might be able to supply. The Committee asked the Institute of Intellectual Co-operation to make a report at its next meeting.

The Committee recognised the great importance of the temporary employment of young graduates as learners in public administrations and private undertakings, not only because this is a simple method of giving useful employment to a large number of young intellectual workers, but especially because the period of probation will give the young graduate fresh from the university the means of completing his studies, and at the same time seeing whether the profession he has chosen suits him best. The Committee, therefore, emphasised that such young graduates should be paid, but should not replace other staff, and that the main purpose of their engagement should be to give them practical experience.

The Committee noted the efforts of the International Federation of Students in this direction, especially as regards the setting up of an international office for students on probation. It requested the Intellectual Co-operation Organisation and the International Labour Office to draw the attention of competent bodies, both official and private, to the desirability of increasing the number of probationers and of concluding special agreements to

encourage an international exchange of such probationers, as is already the practice between certain countries (for example, France and Denmark).

The Committee warmly approved the proposed recommendation to be submitted by the International Labour Office to the next session of the International Labour Conference, and asked the Conference not to lose sight of the special problems relating to young intellectual workers.

(1) The Committee was of opinion that, where regular employment is lacking, steps might be taken to promote the engagement of young intellectual workers as assistants, in a manner suited to their professional attainments, and to open the way for promotion from these posts to normal employment.

(2) The Committee laid special stress on the proposal for the establishment within the International Labour Office of an Information service to facilitate the finding of employment for intellectual workers.

(3) The Committee specially recommended that further statistical information should be collected with regard to occupation and unemployment in professional callings, in order that the necessary equilibrium between supply and demand might be established.

The following organisations were represented on the Committee :—

International Federation of Students,
Entr'aide universitaire internationale,
 International Federation of University
 Women,
 World Student Christian Federation,
 International Federation of University
 Students for the League of Nations and
 for Peace,
Pax Romana,
 World Jewish Students' Union.

3. MEETING OF THE COMMITTEE ON TELEVISION.

The Committee set up to consider questions

concerning the use of television * met at Nice on April 4th and 5th, under the chairmanship of M. Louis Lumière, Member of the *Institut de France*.

During the session which it held in February last, the Executive Committee of the International Educational Cinematographic Institute in Rome dealt with a proposal made by one of its members, Mr. Brown, Director of the British Film Institute, that the Rome Institute should be asked to study the problems raised by the rapid development of television.

In view of the close connection between television, on the one hand, and the cinema and broadcasting on the other, it was deemed advisable to summon an expert committee composed of representatives of the radio and the cinema and of scientists, technical experts, and manufacturers interested in television. The Rome Institute, therefore, organised a meeting of this mixed Committee at Nice. Representatives of the International Broadcasting Union and of the International Educational Cinematographic Institute and several physicists and experts on television took part in its work.

The Committee, after considering several memoranda submitted by its members, proceeded to an exchange of views on the present position of television, the programmes of development in the various countries and the possibilities of using this new means of communication for educative and cultural purposes.

It decided to recommend to the Institutions represented on the Committee that a permanent co-ordination committee be set up to co-operate in the development of television and its use for cultural and educative purposes.

The Committee noted with satisfaction that the International Educational Cinematographic Institute had decided to organise an international centre for liaison and information regarding television.

VIII.—ADMINISTRATIVE QUESTIONS.

ANNUAL REPORT OF THE STRAITS COMMISSION.

The Straits Commission, set up under the Convention signed at Lausanne in 1923, has forwarded its report for 1934 to the Secretary-General of the League of Nations.

The Report is divided into three parts: the first deals with the work of the Commission in 1934; the second gives information on the conditions at present regulating the passage of ships through the Straits between the Black

Sea and the Aegean; and the third contains documentary annexes.

* * *

The first part of the Report relates to the work of the Commission in general, its budget, the naval forces in the Black Sea (of which the most important are those of the U.S.S.R.), the passage of foreign warships through the

* See Monthly Summary, Vol. XV., No. 2, page 36.

Straits in 1934, the prohibited zones and the health regulations in force. As regards these regulations, the Commission states that there has been no change. The port dues are still very high. They are levied even on vessels in transit. But there have been some improvements in the interest of navigation. Thus, for the convenience of travellers arriving at Stamboul on vessels calling at Smyrna, the Turkish Government has decided that the health and customs examination shall be carried out while at the latter port, so that passengers may disembark at Stamboul directly, without further inspection.

The Commission also mentions the changes made in 1934 in the various rules and regulations relating in particular to the visiting of Turkish warships, the regulations for the port of Stamboul, transshipment of passengers and goods, pilotage, towage, salvage and wireless beacons. The Commission lays special stress on the improvements made for the assistance of navigation in foggy or snowy weather and in case of shipwreck. Sirens have been set up at various points on the coast.

A radio beacon is also being built at the entrance to the Bosphorus. It will begin to work at the end of May, 1935. The rotary spark system is used. The beacon has a range of 200 kilometres and will be adjusted to enable vessels to take their bearings with the aid of an ordinary wireless receiver, without requiring a special direction-finding apparatus or a stop watch.

The Commission also mentions changes in lighthouses and buoys.

The second part of the report contains information on the conditions governing the passage through the Straits, in peace and in war time, of war and commercial vessels and aircraft, whether in transit, or touching land in the

Straits, or proceeding to Turkish territory by way of the Straits.

* * *

In the third part of the report, the Commission, in addition to some sketches of the Straits, of the port of Stamboul and the Bay of Buyukdere, publishes the regulations governing air navigation, prohibited air-zones, the admission of foreign warships into Turkey, the Port of Stamboul, and the tariffs for pilotage and towage, together with the measures with which foreign merchant ships must comply in order to have access to the Gulf of Izmidt, which forms part of the frontier zone of that name. The report gives the meteorological warning signals, lifeboat stations, and harbour dues for the port of Stamboul. Finally, it contains a table giving, by countries, the movement of merchant shipping in the Straits in 1934 (Turkish ships being excepted). This indicates a slight decrease of traffic as compared with 1933, when the total tonnage amounted to 17,445,427, against 15,504,374 in 1934.

The following table, in order of importance, shows the movement of the merchant shipping of various countries in the Straits :

Italian . . .	3,414,456	American . . .	147,048
English . . .	2,586,817	Bulgarian . . .	130,873
Greek . . .	2,294,990	Yugoslav . . .	101,906
Norwegian . . .	2,165,998	Danish . . .	86,170
Russian . . .	917,792	Egyptian . . .	73,454
Rumanian . . .	749,895	Portuguese . . .	62,081
German . . .	573,083	Finnish . . .	58,927
French . . .	518,136	Japanese . . .	46,190
Spanish . . .	473,195	Dantzic . . .	38,228
Dutch . . .	423,356	Hungarian . . .	21,583
Polish . . .	223,235	Estonian . . .	7,325
Belgian . . .	197,377	Austrian . . .	2,519
Swedish . . .	176,696	Lithuanian . . .	2,462

Total 15,504,374

IX.—LEGAL AND CONSTITUTIONAL QUESTIONS.

1. POSTPONEMENT OF COUNCIL SESSION.

The Council decided that its next ordinary session which, under the Rules of Procedure, had been fixed for May 13th (second Monday in May), should begin on the 20th of the same month.

2. INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

Among the treaties and international engagements registered by the Secretariat of the League during April the following may be noted :

A Treaty of arbitration, judicial settlement and conciliation between Denmark and Venezuela (The Hague, December 19th, 1933), presented by both Governments ;

A Treaty of friendship, establishment and commerce between Denmark and Persia, and Final Protocol (Teheran, February 20th, 1934), presented by Denmark ;

An Exchange of Notes between Finland and Persia constituting a Customs Agreement on the basis of most-favoured-nation treatment (Teheran, November 18th, 1934), presented by Finland ;

An Agreement between Great Britain and Northern Ireland and Finland for reciprocal exemption from income tax in certain cases of profits or gains arising through an agency (London, February 21st, 1935), presented by Finland ;

A Parcel Post Convention between Great Britain and Northern Ireland and the Union of

Soviet Socialist Republics, and detailed regulations annexed thereto (London, April 19th, 1934), presented by the Union of Soviet Socialist Republics ;

A Convention of Establishment, with Protocol, between France and Rumania (Paris, August 27th, 1930), presented by Rumania.

X.—MISCELLANEOUS QUESTIONS.

THE WATELER PEACE PRIZE AWARDED TO THE LEAGUE.

The Board of Directors of the Carnegie Foundation at The Hague has awarded the Wateler Peace Prize for 1935, amounting to 19,000 florins, to the League of Nations, in order to enable it to develop the Secretariat's broadcasting service, and in recognition of the good work done by the service in the endeavour

to bring nations to realise fully the possibilities of international co-operation.

The Wateler Peace Prize was founded by M. Wateler, a Dutch subject, who died at The Hague leaving his property to the Carnegie Foundation on the condition that the annual income should be awarded as a prize to the person "who had rendered the most valuable services to the cause of peace, or had contributed to finding means of combating war."

XI.—NEW LEAGUE PUBLICATIONS.

I. THE ECONOMIC POSITION OF AIR TRANSPORT IN EUROPE.

The Communications and Transit Organisation has recently published a report by M. Henri Bouché on the economic position of air transport in Europe. This seems to be the first comparative study of the subject that has appeared.

The study is divided into two parts which deal respectively with the economic development of air transport in Europe between 1930 and 1933 and its development in the year 1933.

In the first chapter the author examines the financial results obtained by air transport, the importance and extent of the various classes of traffic (passengers, goods, mail), the relative use made of available tonnage and the degree of financial independence of companies.

The second chapter gives information, covering 19 countries, as regards capital invested in air transport, direct or indirect subsidies granted by States, air-material and staff employed by the companies and the purposes to which both staff and material are allotted, etc. The author gives his view on the results attained by different companies and the extent to which these results depend on staff, material, financial support, differences of programme and differences of value and degree of development between various lines. He also examines the profit and loss account of certain special companies. At the end of the chapter is a study of the seasonal nature of a large number of air services.

This chapter has maps and air transport tables, classified by countries and easily comparable. Special reference is made to the permanent working of some services as compared with the majority of European lines which operate only during part of the year.

Certain more general information of public interest is also given. All lines are subsidised, and in 1931, for instance, it was only in the United Kingdom, Finland and the Netherlands that traffic receipts slightly exceeded the amount of the subsidy. In all other countries the latter was far greater, the average for Europe being :—

Subsidies about 70 per cent.

Receipts „ 30 per cent.

The receipts were made up as follows :—

Passengers	..	..	59 per cent.
Goods	..	..	19 per cent.
Mail	..	..	22 per cent.

although mail pays relatively a much higher rate per kilometre-ton than passengers and goods.

Direct and indirect subsidies to air transport in Europe are estimated by the author at about 650,000,000 French Francs per year.

While there was a slightly smaller use made of available tonnage in 1931, as compared with the previous year, in 1932 a certain progress was recorded.

The following figures are of interest as regards staff : in the United States of America

there is one individual per 13,500 kilometres flown ; but in Europe on an average one per 4,500 kilometres.

As regards hours the difference is also striking : a pilot in the United States flies about 850 hours per year ; but the average in Europe is only 402. The same is true of machines : in the United States the annual number of kilometres per machine is 140,000, and in Europe only 46,000.

The following figures give an idea of the relative activity of various European lines. The Paris-London line is exceptional, owing to the short distance between these two centres ; the number of kilometeric tons transported per kilometre of line exceeds 5,000 ; in Central Europe the number is from 75 to 160 ; in Northern Europe over 250 ; in Eastern Europe, between 11 and 162 ; but in Southern Europe it is higher, being between 21 and 470.

The last chapter deals with methods employed by companies to secure improved results. There is here much that will interest the public at large. Thus an examination of the rapidity of surface communications on different international routes shows that for distances of 700 kilometres, or over, only one service, Paris-Berlin, has an average speed of 60 Km. per hour. Five or six others reach from 40 to 50 Km. per hour over 700 to 1,050 Km. But when the distance is from 1,100 to 2,000 Km., the speed falls to 30 to 40 Km. In short, the average speed of international communications in general is only 13 to 26 Km. Supposing then that there existed a service of direct air communications, at a commercial speed of 225 Km. per hour, which is technically possible to-day, a really remarkable saving of time could be effected by the use of the aeroplane.

The report reaches the following conclusions :

(1) Surface traffic does not provide fast transport in Europe.

(2) The European area is suitable for fast day-time flying.

(3) That part of Europe which is economically the most active will soon be one single territorial district which fast aircraft will cross in half a day's day-time flying.

It is difficult to draw conclusions that apply to all European lines ; for rapid air transport is relatively costly and therefore its use depends on the prosperity of the countries covered by individual lines. While a short distance, like Paris-London, can be served by the most modern, rapid and costly aeroplanes, other less prosperous places, much further apart, could not possibly hope to have in the near future a service of machines of the same quality.

In short, the economic possibility of each line must be considered separately.

The conclusions drawn by the author from an examination of air transport in Europe in 1933 are mainly encouraging. He observes that both the number of kilometres flown and the number of passenger-kilometres and ton-kilometres transported have increased. The financial independence of many companies is also greater. There is a very marked improvement in material. Companies are using more and more rapid and powerful machines with greater comfort for passengers. Special mention is made of the remarkable results of the European network of the K.L.M. (Dutch Line). The financial independence of this company (excluding India) amounted to 76 per cent.

M. Henri Bouché, Director of "L'Aéronautique" and rapporteur of the "Special Sub-Committee to Study the Question of the Constitution and Operation of a Main Network of Permanent Air Routes," set up by the Communications and Transit Organisation, was particularly well qualified to draft this report. The comparisons he has drawn, and the results of his own personal experience which have been embodied in the report, serve to illustrate in a striking manner the recent development of air services and the general trend of their future economic and technical evolution.

2. MONTHLY BULLETIN OF STATISTICS.

The April number of the Monthly Bulletin of Statistics of the League of Nations, which has just been published, gives, in addition to the usual tables, information concerning the value of world trade and of trade by countries between 1929 and 1934, and as regards trade balances, world gold reserves and merchant marine.

The calculation of the value of world trade in 1934, based on provisional figures for the great majority of statistical areas, has now been made, and shows slightly more favourable results than the estimates based on returns from 75 countries given each month. World exports, according to this wider-based estimate, were about 3 per cent. lower in 1934 than in 1933. The exports from South and North America and Asia were slightly higher ; the European were lower by 5 per cent., and those of Africa by 10 per cent.

The estimated gold value of world trade in February, 1935, showed the normal seasonal decrease—February is a short month—and reached the lowest point yet touched, 31.4 per cent. of the average for 1929. Compared with February, 1934, however, the decrease is only about 1.5 per cent.

European imports in February, 1935, were down about 7 per cent. as compared with February, 1934; North American increased 17 per cent.; those of Asia 11 per cent., and of Oceania 7 per cent. Exports from Oceania, however, decreased by 23 per cent.

The latest figures for tonnage under construction show a continuation of the very rapid increase in Germany, whose figures for the last five quarters in thousands of gross tons measurement are as follows:—1934: end of March, 82.7; June, 92.1; September, 120.8; December, 139.6. 1935: end of March, 194.8. The British figures are also higher than a year ago, being 555.8 as compared with 481.4. There has been an increase also in France, Denmark, Norway, Sweden and the Netherlands. The world figures are about 18 per cent. higher than at the end of March, 1934.

The total visible gold reserves of the world (apart from the U.S.S.R.) increased by about

154 million old U.S. Gold Dollars during the first quarter of 1935.

The most important increases during this quarter were: United States \$195 million; Union of South Africa \$21 million; France \$20 million; a slight increase was recorded also in Japan, the United Kingdom and Canada. In Switzerland, reserves decreased by \$38 million; in Belgium by \$34 million; in the Netherlands by \$11 million and in Yugoslavia by \$9 million; the reserves of all other countries remained almost unchanged.

Such indices of industrial activity for February as were available are reassuring. They show an increase in Canada, Chile, Denmark, Italy and Norway; in France there is no change and in the Netherlands a very slight falling off. For the month of February these indices are a safer guide than the direct production statistics, as, owing to the manner of their calculation, they are not affected by the smaller number of days.

XII.—FORTHCOMING LEAGUE MEETINGS.

May 15th.—Sub-Committee on Seizures (Opium Committee), Geneva.
 May 20th.—Eighty-sixth (ordinary) Session of the Council, Geneva.
 May 20th.—Extraordinary Session of the Assembly, Geneva.
 May 20th.—Advisory Committee on Traffic in Opium and Other Dangerous Drugs, Geneva.
 May 30th.—Committee of Statistical Experts, Geneva.
 May (?)—Technical Committee of the Commission on National Defence Expenditure, Geneva.
 June 3rd.—Permanent Mandates Commission, Geneva.
 June 3rd.—Permanent Conference on Higher International Studies, London.
 June 12th.—Fiscal Committee, Geneva.

June 17th.—Permanent Committee on Road Traffic, Geneva.
 June 18th.—Malaria Course, Rome.
 July 1st.—Meeting of Government representatives to consider a draft Convention on Commercial Propaganda, Geneva.
 July 10th.—Advisory Committee on League of Nations Teaching, Geneva.
 July 12th.—Executive and Directors' Committees of the Intellectual Co-operation Organisation, Geneva.
 July 15th.—International Committee on Intellectual Co-operation, Geneva.
 October 1st.—Conference on Biological Standardisation, Geneva.
 November 4th.—Pan-African Health Conference, Cape Town.

PERMANENT COURT OF INTERNATIONAL JUSTICE.

I. THIRTY-FOURTH SESSION OF THE COURT.

The thirty-fourth (ordinary) session of the Court, which opened on February 1st, 1935, ended on April 10th. The session was declared closed at a private sitting.

2. CASE CONCERNING MINORITY SCHOOLS IN ALBANIA.*

At a public sitting held on April 6th, 1935, the Court delivered an advisory opinion upon a question submitted to it by the Council of the League of Nations in January, 1935, and relating to the situation of minority schools in Albania. This question was as follows :

"Whether, regard being had to the above-mentioned Declaration of October 2nd, 1921, as a whole, the Albanian Government is justified in its plea that, as the abolition of the private schools in Albania constitutes a general measure applicable to the majority as well as to the minority, it is in conformity with the letter and the spirit of the stipulations laid down in Article 5, first paragraph, of that Declaration."

The Court answered the question in the negative by eight votes (M. Guerrero, Vice-President, Baron Rolin Jaequemyns, M. Fromageot, M. Altamira, M. Anzilotti, M. Urrutia, M. Schücking, Jonkheer van Eysinga) to three (Sir Cecil Hurst, President, Count Roştrowski, M. Negulesco). The three judges composing the minority attached to the Opinion a joint dissenting opinion.

The origin of the question and the reasoning of the Court may be briefly summarised as follows :

Albania was admitted to membership of the League of Nations in 1920, on the understanding that with regard to the protection of minorities in her territory she should assume obligations in accordance with the general principles laid down in the Minorities Treaties. Albania's undertaking was given in the form of a Declaration which she signed on October 2nd, 1921, and which was officially transmitted to the Council. The clauses of the Declaration, although, generally speaking, they follow the corresponding clauses of the Minorities Treaties, differ from them in some respects.

Under the Declaration, Albania had to furnish the Council with information concerning the legal status of minorities. It appears from the information supplied that the latter had the right to maintain and establish private

schools. The Council simply noted this information.

In 1923, the Albanian Government manifested the intention of abolishing the right to maintain and establish private schools ; but this right was preserved in the Constitution of 1928. In 1930, however, Albania took steps with a view to the secularisation of education, and, in 1933, the abolition of private schools was completed by means of an amendment to the Albanian Constitution.

Following upon these events, petitions were addressed to the League of Nations on behalf of the minorities ; in accordance with the procedure in force, they were referred to a Committee of three members, who decided to have the question of the scope of the Albanian Declaration concerning minorities, in regard to certain points, placed on the Council agenda. The Council then decided to consult the Court.

In its opinion, the Court observes that the two opposing standpoints are as follows : On the one hand, that the Declaration imposed on Albania no other obligation in educational matters than to grant to members of minorities a right equal to that possessed by other Albanian nationals ; on the other hand, that the fundamental idea of the Declaration is to guarantee to members of minorities freedom of education by granting them the right to retain existing schools and to establish others. According to the first standpoint, any interpretation which would compel Albania to respect the minority schools, though other Albanian nationals were no longer entitled to have private schools, would create a privilege in favour of the minority and thus run counter to the essential idea of the law governing minorities ; according to the other standpoint, equality of treatment cannot impede the purpose of the Albanian declaration which is to ensure full and effective liberty in matters of education.

In presence of these two conflicting contentions, the Court in construing the declaration adopts the point of view of the general principles laid down in the minorities treaties.

In this connection, it observes that the idea underlying the treaties is to ensure that the majority and minorities may "live peaceably" side by side and "co-operate amicably," whilst preserving the characteristics of the latter. In order to attain this object, they lay down the principles of equality and of granting minorities means for the preservation

* See Monthly Summary, Vol. XV., No. 3, page 80.

of their traditions and characteristics. The two principles are moreover interlocked, for there would be no true equality between a majority and a minority if the latter were deprived of its own institutions and were consequently compelled to renounce that which constitutes the very essence of its being as a minority.

The Court next observes that the Albanian declaration is also inspired by these principles : besides providing for equality of treatment, it specifies the rights that are to be enjoyed equally by all persons whom it covers, including particularly members of minorities.

To the latter the declaration ensures " the same treatment and security in law and in fact " as other Albanian nationals. The Court holds that this is a notion of equality which is peculiar to the relations between a majority and a minority, and the characteristic feature of which is equality *in fact*. Equality in fact supplements equality in law ; it excludes a purely formal equality and may involve the necessity of different treatment in order to establish an equilibrium between different situations.

In the Court's view, this is precisely what the declaration does when it provides that minorities are to have the right to maintain and establish institutions such as schools. The requisite equality of treatment would be destroyed if these institutions were abolished or replaced by State institutions.

In this connection, the Court also observes that the expression *equal right* means that the right thus conferred on members of the minority cannot in any case be inferior to the corresponding right of other Albanian nationals : it is the minimum necessary to guarantee

effective and genuine equality as between the majority and the minority. Far from creating a privilege in favour of the minority, it ensures that the majority shall not be given a privileged situation as compared with the minority. The Court finds, moreover, that the view taken by it is confirmed by the history of the relevant provisions and by their context.

For these reasons, the Court answers the question put to it by the Council of the League of Nations in the negative.

3. LONG LEAVE FOR ORDINARY JUDGES.

In accordance with Article 27, No. 5, of the Rules, the Court, on April 3rd, 1935, adopted the following roster for the years 1935 and 1936 for the long leave of judges whose homes are situated more than five days' normal journey from the seat of the Court :

M. Guerrero, Vice-President.

M. Urrutia.

The commencing date of each judge's leave is to be fixed by agreement with the President of the Court.

4. RATIFICATION OF THE PROTOCOLS OF 14TH SEPTEMBER, 1929.

The Permanent Delegate of Ethiopia accredited to the League of Nations has forwarded to the Secretariat the instrument of ratification by His Majesty the Emperor of Ethiopia of :

The Protocol concerning the revision of the Statute of the Permanent Court of International Justice, signed at Geneva, September 14th, 1929, and

The Protocol relating to the accession of the United States of America to the Protocol of Signature of the Statute of the Permanent Court of International Justice, signed at Geneva, September 14th, 1929.

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MAY, 1935.

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I.—SUMMARY OF THE MONTH.

May, 1935.

The Sessions of the Council and the Assembly were the main features of the League's activities during the month of May.

The Assembly held its second special session on the Chaco dispute. This special session was the fourth since the beginning of the League. The Assembly approved the measures taken by its Advisory Committee and took note of the joint declaration of the Argentine and Chilean Governments concerning the negotiations that are to take place in Buenos Aires. It expressed the hope that the efforts of the mediating States in America might lead to the speedy restoration of peace between Bolivia and Paraguay. It instructed its Advisory Committee to keep in touch with the situation and authorised it to make such recommendations or proposals as it thought fit. It finally decided to place the Bolivo-Paraguayan dispute on the agenda for its next ordinary session.

* * *

As the result of three further communications from the Ethiopian Government, drawing attention to the "warlike preparations" of Italy, the Council again took up the dispute between these two countries and adopted two resolutions on the subject. In the first, the Council observed that, direct negotiations having failed, the parties had appointed their arbitrators in accordance with Article 5 of the Italo-Ethiopian Treaty of August 2nd, 1928; that they agreed to entrust to these arbitrators

the settlement of the incidents that had occurred on the Italo-Ethiopian frontier; that the Italian Government no longer objected to the nationality of the arbitrators appointed by the Ethiopian Government; and that the two Governments agreed in fixing August 25th, 1935, as the date on which the conciliation and arbitration procedure shall have finished. In the second resolution, the Council, while leaving the parties free to settle the dispute in conformity with Article 5 of the Treaty, decided to meet: (a) if, in the absence of an agreement terminating the dispute, no understanding had been reached before July 25th between the four arbitrators as to the choice of the fifth arbitrator; (b) if a settlement by conciliation and arbitration had not been reached by August 25th.

* * *

After hearing the representatives of the Hungarian and Yugoslav Governments, the Council terminated its consideration of the question of the responsibilities assumed by Hungarian authorities in the preparation of the assassination of King Alexander and of Louis Barthou.

* * *

The Committee of Thirteen set up by the Council in execution of its resolution of April 17th, 1935, to propose measures for rendering the League Covenant more effective in the organisation of collective security, took note

of a memorandum submitted by the French delegation. The Committee appointed two sub-committees, one to deal with the legal aspects, and the other with the economic and financial aspects of the problem, in accordance with a programme which it outlined.

* * *

The Committee of Experts appointed by the Council to prepare a draft Convention for the Repression of Terrorist Outrages held its first session, and adopted a number of provisions intended to form the first part of the proposed Convention.

* * *

The Economic Committee dealt with various aspects of international economic relations, in particular with agricultural protectionism, with tourist traffic as a factor in international economic life, with the export and import of meat products, with phyto-pathological questions, etc. The agricultural protectionism question gave rise to a discussion in the Council, at the time when the latter body was adopting the Committee's report.

* * *

The Financial Committee reviewed the financial situation in Hungary, Austria and Bulgaria and considered the results of an enquiry into clearing agreements. The Council took note of the Committee's work and invited Governments to pay special attention to the conclusions of the enquiry.

The Commission for the Protection of Children and Young People dealt with the methods of preventing prostitution and repressing the activities of souteneurs, with the position of women of Russian origin in the Far East, with prisons and institutions for erring and delinquent minors, with the recreational aspect of the cinema for young people, with the ascertainment of blind children and with the effects of the economic depression and unemployment upon children and young people.

* * *

The Council again had to consider the situation in the Free City of Danzig. It referred to its resolutions defining the duties of the League of Nations and the competence of the Danzig High Commissioner. It rejected an interpretation by the Senate restricting the League's guarantee.

* * *

The Secretary-General of the League sent a telegram of congratulation to H.M. the King of England on the occasion of the twenty-fifth anniversary of his accession.

* * *

The Assembly paid a tribute to the memory of Marshal Pilsudski. M. P. de Azcarate, Deputy Secretary-General of the League, and M. L. Rajchman, Director in the Secretariat, went to Warsaw to be present at the Marshal's funeral.

II.—WORK OF THE SPECIAL ASSEMBLY.

The Assembly held a second Special Session on May 20th and 21st to deal with the dispute between Bolivia and Paraguay, in pursuance of the resolution voted by its Advisory Committee on March 15th, 1935.

On November 24th, 1934, a special session of the Assembly, acting under Article 15 of the Covenant, had adopted a Report and recommendations with a view to putting an end to the war in the Chaco. Bolivia at once accepted these recommendations, but Paraguay objected, and maintained her objections. The Advisory Committee set up by the Special Assembly then informed the Members of the League that, in its opinion, the prohibition to supply arms should not continue to be enforced against Bolivia but that it should be maintained against Paraguay, whereupon Paraguay gave preliminary notice of her withdrawal from the League. In these circumstances the Committee took the view that the Assembly should be summoned to consider the further application of the provisions of the Covenant.

The Advisory Committee, which sat on May 16th and 17th, took note of the new situation created by the intervention of the mediating group constituted at Buenos Aires on May 11th, and consisting of Argentina, Chile, Peru, Uruguay, the United States of America and Brazil.

M. Ruiz Guinazu, delegate of the Argentine, in informing the Committee of the setting up of this group, announced that, in reply to the invitation sent them, the Foreign Ministers of Bolivia and Paraguay had agreed to go to Buenos Aires for the purpose of the negotiations that were there to take place.

The Committee then adopted a report to the Assembly, prepared by a drafting Committee appointed for the purpose and consisting of the representatives of Argentina, Chile, Spain, Mexico, Peru, Czechoslovakia and Venezuela.*

* See text of this Report on page 108.

Of the fifty-nine States Members of the League of Nations forty-eight were represented at this Assembly Session, namely: Afghanistan, Union of South Africa, Albania, Argentine, Australia, Austria, Belgium, Bolivia, United Kingdom, Canada, Chile, China, Colombia, Cuba, Czechoslovakia, Denmark, Ecuador, Estonia, Finland, France, Greece, Haiti, Honduras, Hungary, India, Iraq, Iran, Irish Free State, Italy, Latvia, Liberia, Mexico, Netherlands, Nicaragua, Norway, Panama, Peru, Poland, Portugal, Rumania, Spain, Sweden, Switzerland, Turkey, Uruguay, U.S.S.R., Venezuela and Yugoslavia.

The session was opened by the President of the Council, M. Litvinoff (Union of Soviet Socialist Republics), who began by paying a tribute to the memory of Marshal Pilsudski and spoke as follows:

"It is in an atmosphere of mourning that I have to open this Extraordinary Session. A country which is a neighbour of my own has just lost a man whose strong personality pervades the history of its resurrection and the development of its public life since it recovered its national independence.

"Marshal Pilsudski was devoted all his life to the cause of the resurrection of his country. For that purpose he had made the greatest sacrifices. He deservedly became a national hero. He guided the destinies of Poland from the beginning of her new existence until his own death, and succeeded in consolidating his country, and, thanks to his efforts, that country occupies the place that is its due in the family of nations, enjoying universal respect.

"The funeral ceremonies of these last days have shown how dear Marshal Pilsudski was to the people which he had helped to deliver from a foreign domination, and which had found in him a guide in its task of reconstruction. I do not forget that under his direction Poland has concluded with the Government that I represent a Pact of Non-Aggression which constitutes one of the foundations of that peace and that security that we all desire to strengthen in the critical period through which Europe is now passing. In paying our sincere tribute to the memory of that great statesman, we associate ourselves with the grief of the Polish nation. I am sure that the Assembly will desire the Polish delegation to convey its profound sympathy to the Polish Government and people."

The President then outlined as follows the course of events in the dispute between Bolivia and Paraguay since the Assembly's last session:

"In November last, you had before you the draft Report and Recommendations, under Article 15, relied on by Bolivia. The Government of Paraguay having submitted certain objections to the Recommendations, you modified the latter in order to take account of that Government's point of view in the largest possible measure. You then unanimously—the two parties

abstaining from voting—adopted the text of your Report and Recommendations.

"You know what happened next. The Bolivian Government accepted the Recommendations, and the Paraguayan Government submitted further objections.

"The Advisory Committee which you set up replied with all due consideration to Paraguay's objections, giving the necessary explanations and endeavouring to dispel any misunderstanding as to their interpretation, hoping that Paraguay would in the end accept the texts which all the other Governments represented here had considered reasonable and calculated to bring the war to an end.

"Unfortunately, Paraguay maintained her objections, and your Committee could only note that that country did not accept the Assembly's Recommendations.

"The Advisory Committee, in virtue of your express authorisation, took certain steps to meet this situation. On January 16th it forwarded to Members of the League an opinion and recommendations to which a large number of Members have given effect, being of the opinion that, as long as the war continued, it could not treat in the same manner the Government which had accepted your unanimous Recommendations and the Government which had not accepted them.

"Paraguay then gave notice of her intention to withdraw from the League of Nations, and your Advisory Committee, which met again in March, decided that the examination of the subsequent application of the Covenant was necessary, and that you alone were competent to make such an examination.

"The reason why you were not then convened immediately was because two neighbouring countries, Members of the Assembly and of the Council—Chile and the Argentine—informed your Committee that they had been getting into touch with the parties and that they had reason to think that the plan which they had suggested and which was based on the Assembly's Recommendations, would produce favourable results.

"The steps thus taken with a view to the constitution of a group of mediators unfortunately suffered some delay, and it was only on the eve of our meeting that the initiators of those negotiations were able to inform us of the constitution of a mediating group and of the fact that the Governments of Bolivia and Paraguay had agreed to send their Ministers of Foreign Affairs to Buenos Aires to meet that group.

"Your Advisory Committee accordingly framed its report of May 17th, which is submitted to you today.

"You will have to form an opinion on the proposals which it places before you and on the reasons on which those proposals are based. Whatever your decision, I am convinced that if, as the Committee requests, you decide that you must facilitate in every possible way the negotiations which are about to open at Buenos Aires, you should also do nothing that might weaken the provisions of the Covenant of the League of Nations which, in the difficult hours through which we are passing, constitutes one of the surest foundations of world peace."

The delegates of France (M. Massigli), United Kingdom (Mr. Eden), Italy (Baron Aloisi), Spain (M. de Madariaga), Hungary (M. de Velics), Portugal (M. de Vasconcellos), Argentine (M. Cantilo), Turkey (M. Aras), Finland (M. Holsti), the Little Entente (M. Antoniadé), and Latvia (M. Feldmans) expressed their sympathy with Poland in her bereavement and paid a tribute to the eminent qualities of Marshal Pilsudski.

The Polish delegate, M. Komarnicki, thanked the Assembly for its sympathy and added :

"The Polish nation is deeply touched by the tribute which the civilised world has paid to the man who was the creator of contemporary Poland and whose memory will be a guide for the efforts of future generations in seeking the greatness and development of that country. In these days of national mourning, the whole Polish nation shares the same idea of love and patriotism. In its great grief it has shown that it has understood the historic part played by the leader who, by the power of his will, the ardour of his patriotism and the unequalled depth of his thought, led Poland to her true place in the international community. Marshal Pilsudski, to whom Poland owes the present form of her sovereign existence, her dignity as a nation, never lost sight of the need for close co-operation with other nations. Requiring from others that the legitimate rights of Poland should be respected, Marshal Pilsudski conceived international life as being founded only upon sincere and loyal respect for the rights of other nations. He was profoundly imbued with the idea that that is the essential condition of real international collaboration.

"Having completed his task as supreme head of the army, fighting for the independence of the country, Marshal Pilsudski took up another no less heavy task, that of reconstituting and adapting the life of Poland to the new conditions of her national and international existence. He meditated deeply on the problem of international collaboration that faced him in his daily task as a statesman responsible before history for the future destinies of Poland. His visit to Geneva was designed to find methods suitable for removing hatred and mistrust from international life.

"The Polish Government, as the faithful guardian of the ideas of the great man that has passed, will never cease to show the greatest interest in honest, loyal international collaboration, such as was particularly desired by Marshal Pilsudski. . . ."

The Assembly then received the report of the Committee on Credentials, consisting of M. Bourquin (Belgium), M. Zaldumbide (Ecuador), M. Rosetti (Greece), M. Estrada Cajigal (Mexico), Mouzahim Beg Pachachi (Iraq), M. Masseng (Norway), M. Rodríguez dos Santos (Portugal), M. Visoianu (Rumania) and M. Gorgé, Chairman (Switzerland).

After this, M. de Vasconcellos (Portugal) was elected President for the session, by thirty-eight votes out of forty-seven.

Before calling on M. Vasconcellos to take the chair, M. Litvinoff congratulated him and mentioned his great experience of the Chaco problem and his position as President of the Advisory Committee whose report the Assembly was to discuss.

M. de Vasconcellos, after thanking the Assembly for the honour done to him in appointing him to the highest office in the League of Nations, added :

"My distinguished friend and predecessor in this chair, H.E. M. Castillo Najera, whom I should like to be able to follow, for he was a model President, expressed the hope that the purpose of the next meeting of an Assembly to deal with the dispute between Bolivia and Paraguay, would be to celebrate the victory of peace over war.

"Unfortunately, we have not reached that point. We have not, however, come empty-handed. A determined step has been taken along the path of peace. Through the initiative of two members of our Committee, the Governments of the Argentine and Chile have succeeded in calling together a conference for mediation, consisting of the representatives of those two countries and of Brazil, the United States of America, Peru and Uruguay ; and the Ministers of Foreign Affairs of Bolivia and Paraguay have agreed to attend with a view to entering upon peace negotiations. The Assembly will certainly desire to send to the Governments which took this step and to offer to their representatives, MM. Cantilo and Rivas-Vicuna, and also to the Governments of the other mediating countries, its most sincere thanks and its warmest hopes for the success of their negotiations.

"The Advisory Committee met during the interval between the two Assemblies and has taken resolutions that are submitted for your approval. It is through one of those resolutions that you were convened to this Assembly.

"The initiative taken by the Argentine and Chile had then been started. The Committee thought that after two months you should be informed of the development of the negotiations and that you should decide what resolutions ought to be adopted. The Committee ventures to propose such resolutions to you.

"I am aware of the fact that there are legitimate apprehensions concerning the application of and respect for the articles of the Covenant. I respect those apprehensions and I am not far from sharing them, at all events in part.

"But our supreme law is written in the very frontispiece of the Covenant and it is, and will always remain, the guarantee of peace and security. It is in view of that guarantee that this institution was created. Events aroused by human passions frequently do not go forward in harmony with articles and paragraphs of the written law, and that is why, without ever losing sight of the application of the law, it will sometimes be necessary to adapt it to circumstances, in order to make peace possible with all rapidity, where peace has been disturbed.

"I firmly believe that we have reached one of those critical moments at which such an adapta-

tion is necessary, in view of the peace negotiations which the mediators in Buenos Aires will immediately put on foot. These are certainly the most important negotiations that have been undertaken since the beginning of this dispute and they seem likely to bring about a cessation of hostilities much more rapidly than could be done by any other possible means."

The Assembly decided not to elect Vice-Presidents, but to entrust the Advisory Committee with the duties normally performed by the General Committee of the Assembly.

After a discussion, in which the following took part: M. Cantilo (Argentina), M. Rivas Vicuna (Chile), M. de Madariaga (Spain), M. Zaldumbide (Ecuador), M. Tudela (Peru), M. Turbay (Colombia), M. Zumeta (Venezuela) and Dr. Riddell (Canada), the Assembly adopted the following report submitted to it by its Advisory Committee:

On March 11th last, the Advisory Committee met to examine the situation resulting from the three following facts: the non-acceptance by Paraguay of the Assembly's recommendations, which Bolivia had accepted; the notification by Paraguay of her intention to withdraw from the League; the continuance of the war.

At this meeting, the representatives of Chile and the Argentine made a joint declaration in the name of their Governments. According to this declaration "Chile and the Argentine, being anxious to co-operate, within the framework of the League of Nations in the restoration of peace, had made representations to the parties suggesting that they should agree to a plan based on the League's recommendations of November 24th, 1934, and had reason to believe that this plan would bring about satisfactory results, with the co-operation of the other adjacent Powers."

The Committee thought it advisable to allow time for the negotiations thus announced to develop. Abandoning the idea of summoning the Assembly in the immediate future, it decided to convene it in special session for May 20th.

The Committee thought it advisable itself to hold a meeting immediately preceding this special session, so as to re-examine the situation and apprise the Assembly of its findings.

At the Committee's meeting on May 16th, the Governments of the Argentine and Chile made a further joint declaration, the importance of which the Assembly, like the Committee, cannot fail to appreciate:

"In accordance with the preliminary soundings undertaken by the Argentine and Chile at Asuncion and La Paz respectively on April 13th

with regard to the whole of the recommendations dated November 24th, the mediatory group consisting of the Argentine, Brazil, Chile, Peru and the United States of America was constituted at Buenos Aires on May 11th. It was unanimously decided to include Uruguay in the group and telegrams were immediately sent to the Governments of Bolivia and Paraguay informing them that the presence at Buenos Aires of the Ministers for Foreign Affairs of the two countries would be most desirable, in order to overcome the drawbacks of time and distance that might otherwise be an obstacle to the achievement of the aim all were pursuing. The Minister for Foreign Affairs of Paraguay replied on May 13th that his Government had pleasure in complying with the joint request, and that he would come to Buenos Aires in time to co-operate in the lofty aims set forth. Further, information was received through official channels from Bolivia to the effect that the Minister for Foreign Affairs would also arrive shortly in Buenos Aires with a competent delegation. This means that for the first time since the beginning of the Chaco war there will be direct negotiations between the belligerents themselves, assisted by the mediatory group. The latter is hopeful that in this way it will be possible to reach substantial agreement between the parties, or that at any rate the point of view of each party will be clearly defined as a result of direct contact, so that the settlement of questions pending before the League of Nations, in which the mediators are co-operating in a most cordial and friendly spirit, will be facilitated."

As the above declaration emphasises, the two Parties have, for the first time since the beginning of the dispute, agreed to send their Ministers for Foreign Affairs to the capital of a neutral country to negotiate directly, with the assistance of a group of mediators, consisting of the Argentine, Brazil, Chile, the United States of America, Peru and Uruguay. The Committee considers that not only will the Assembly wish to facilitate the negotiations at Buenos Aires in every possible way, but will also be anxious to assure the group of mediating countries of the gratification with which it would welcome the success of their endeavours to put an end to a situation that has lasted only too long.

The Committee further proposes that if the Assembly approves of its point of view, it should endorse the steps which it has hitherto taken as the Assembly's mandatory, as set out in the Committee's reports of January 16th and March 15th. Having been appointed to

follow the execution of the Assembly's recommendations and to make any communication, recommendation or proposal which it considers desirable to the Members of the League, the Assembly or the Council, the Committee was bound to draw, from the attitude of the Parties to the unanimous recommendations of the Assembly, conclusions which, it would seem, cannot but meet with the latter's approval.

On the strength of such approval, the Committee is prepared to continue to carry out its mandate by keeping in touch with the developments of the situation and drawing from them such conclusions as may be necessary. The Argentine, Chile, Peru and Uruguay, which will be Members of the group of mediating powers at Buenos Aires are all represented on the Committee and the latter, relying upon their loyalty to the League of Nations, has no doubt that it will receive from these countries, as hitherto from Chile and the Argentine, which took the initiative of making the first representations to the Parties, such information as will enable it to examine any new situation which may arise.

In view of the above considerations, the Committee in pursuance of that paragraph in the Assembly's report of November 24th, which authorises it to make proposals to the Assembly, submits the following draft resolution for the latter's approval :

" The Assembly,

" Desirous that the state of breach of undertakings concerning the pacific settlement of disputes may speedily be brought to an end,

" I. Approves the reports of its Advisory Committee dated January 16th, March 15th and May 17th, 1935 ;

" II. Taking note of the joint declaration made to the Advisory Committee on May 16th, 1935, by the Governments of the Argentine and Chile with regard to the negotiations about to open in Buenos Aires ;

" Conveys to the group of mediating States the expression of its sincere hope that this new effort being made in America in circumstances which appear particularly propitious will lead to

the speedy restoration of peace between Bolivia and Paraguay ;

" III. Instructs its Advisory Committee to continue to follow the situation in accordance with the mandate conferred on it on November 24th, 1934, while at the same time recalling more particularly that it is authorised to make any communication, recommendation or proposal which it may consider desirable, either to Members of the League or to the Assembly or Council ;

" IV. Decides, in any event, to place the question of the dispute between Bolivia and Paraguay on the Agenda of its ordinary session in September, 1935."

After a declaration by M. Costa du Rels (Bolivia), the President made the closing speech, in which he observed that, by the decision it had just taken, the Assembly had given the full force of its authority to the mediation undertaken on the initiative of the Argentine and Chilean Governments. He emphasised the assurance that had been given that these negotiations had been entered on within the framework of the Assembly's recommendations and added that the Assembly had placed its confidence in the negotiators whose talent and energies would secure the adoption of peaceful solutions in the atmosphere of concord that had already been created around the Buenos Aires Conference. That Conference was opening under the guidance of the American Powers, two of whom, Brazil and the United States, were not members of the League of Nations.

He ended with the following words :

" This co-operation of neighbouring States in a work of solidarity represents a great regional understanding. It may be regarded as a happy model and one worthy to be followed in the future, subject to the necessary allowance for geographical differences and the diversity of the problems involved.

" And herein we can trace in outline the League's ideal, the constructive organisation of peace. The League is the architect, and it will continue its efforts without discouragement and without weariness. You have just offered it your whole-hearted support. Let us strive on unceasingly. The League's work of building up security by means of collective solidarity advances slowly. But it will never stop."

III.—OTHER POLITICAL QUESTIONS.

I. DISPUTE BETWEEN ETHIOPIA AND ITALY.

During the first weeks of May, the Ethiopian Government, in three communications to the Council, dated May 11th, 20th and 22nd, called attention to the warlike preparations of Italy. It was true that Italy had appointed two arbitrators to the Arbitration and Con-

ciliation Commission,* as provided in Article 5 of the Italo-Ethiopian Treaty of 1928. But she had restricted the questions to be submitted to the arbitrators in such a way as to provide no solution for that of the interpreta-

* Count Aldrovandi-Marescotti, former Ambassador in Berlin, and M. Montagnani, Counsellor of State.

tion of the Treaty of 1908, which had delimited the frontier between Ethiopia and the Italian possessions. She had also raised objections to the appointment by the Ethiopian Government of two arbitrators not of Ethiopian nationality.† Ethiopia therefore asked that the Council should take steps to ensure the execution of the Covenant and that it should stop Italy's military preparations. Should Italy refuse to agree that the arbitrators should interpret the Treaty of 1908 and pronounce on all the incidents which had occurred since November, 1934, in the vicinity of the Somali-Ethiopian frontier, Ethiopia begged the Council to take up the dispute itself and make a full enquiry and examination on the basis of Article 15 of the Covenant.

On May 25th the matter came before the Council at a night sitting. The President reminded the Council that there existed between Ethiopia and Italy a Treaty of Amity, Conciliation and Arbitration, signed at Addis Ababa on August 2nd, 1928. He read Article 5 of this Treaty, which runs as follows :

" Both Governments undertake to submit to a procedure of conciliation and arbitration disputes which may arise between them and which it may not have been possible to settle by ordinary diplomatic methods, without having recourse to armed force. Notes shall be exchanged by common agreement between the two Governments regarding the manner of appointing arbitrators."

He then submitted to the Council the two following resolutions :

Resolution No. 1.

(1) Whereas at the meeting of the Council in January, 1935, the Italian Government and the Ethiopian Government agreed to settle the dispute which has arisen between them as the result of the incident at Wal-Wal on December 5th, 1934, in conformity with Article 5 of the Italo-Ethiopian Treaty of August 2nd, 1928 ;

(2) Whereas, direct negotiations through diplomatic channels having been exhausted, the two parties have nominated their arbitrators as provided for in Article 5 of the above-mentioned Treaty ;

(3) Whereas, since December 5th, 1934, other incidents have taken place on the Italo-Ethiopian frontier and the two Governments are in agreement in entrusting the settlement of these incidents to the same arbitrators in accordance with Article 5 of the Italo-Ethiopian Treaty ;

(4) Whereas the Italian Government, in view of the request which has been made to it, makes no objection regarding the nationality of the arbitrators nominated by the Ethiopian Government ;

(5) Whereas the two Governments agree to fix August 25th next as the date on which the

procedure of conciliation and arbitration shall be concluded ;

The Council

Requests the Secretary-General of the League of Nations to communicate in the meantime to the Members of the Council all information which may reach him from the two parties, in particular regarding the development of the Arbitrator's work.

Resolution No. 2.

The Council :

Leaving to the two Parties full liberty to settle the dispute in question in accordance with Article 5 of the Italo-Ethiopian Treaty of August 2nd, 1928,

Decides to meet if, in default of agreement between the four arbitrators for the settlement of the dispute, an understanding shall not have been reached by July 25th between these arbitrators as to the selection of the fifth arbitrator (unless the four arbitrators agree to the extension of this period) ; the Council also decides to meet to examine the situation if on August 25th the settlement by means of conciliation and arbitration should not have taken place.

M. Jeze, Representative of Ethiopia, made clear the meaning that he attached to these resolutions, and asked the Italian delegate to be good enough to express his agreement :

(1) The arbitrators, to whom would be submitted the whole of the incidents that have occurred on the frontier, would take into consideration all circumstances of such a nature as would influence a solution of the dispute. This naturally included the interpretation of Treaties and agreements relating to frontiers.

(2) The determination of the frontier would follow immediately upon the decision of the arbitrators.

(3) Throughout the whole of the arbitration procedure, including the examination, if any, by the Council, the two powers would respect the undertaking that is embodied in Articles 2 and 5 of the 1928 Treaty.*

(4) In the second resolution it was proposed that the Council should leave to the two Parties " full liberty " to settle their dispute in accordance with Article 5 of the Treaty of 1928. The Ethiopian Delegation understood by the words " full liberty " that the Council did not intend to abandon its interest in the arbitration procedure.

The Italian Representative, Baron Aloisi, said that in January, 1935, both parties had decided to settle their dispute on the basis of the Treaty of 1928, which provided for three successive phases in procedure : direct negotiation, conciliation, arbitration. The first phase

† Professor A. de Lapradelle (French) and Mr. Benjamin Pitman Potter (American).

* In Article 2 the two Powers have undertaken " not to engage, under any pretext, in action calculated to injure or prejudice the independence of the other."

began in the month of January, and continued until the time when the Ethiopian Government requested that direct negotiations should be regarded as exhausted. The Italian Government agreed, and appointed its arbitrators. The Ethiopian Government then also appointed its arbitrators, but these, contrary to the usual practice, were of a nationality other than that of the State by which they were appointed. However, not to create difficulties, the Italian Government did not oppose the appointment of the arbitrators chosen by Ethiopia.

Italy, moreover, was prepared to submit the settlement of the other incidents that had occurred since December, 1934, on the Italo-Ethiopian frontier, to the Commission appointed to settle the Wal-Wal incident. As regards the Ethiopian request that the Commission in question should be given power to interpret the Treaty of 1908, which relates to the frontiers between Somaliland and Ethiopia, it must be observed that even assuming that this demarcation assigned Wal-Wal to Ethiopia, the fact of the Ethiopian aggression at Wal-Wal, where Italian troops had been encamped for several years, would still retain all its gravity.

By the treaty of 1908, the two Governments undertook to fix the frontier line in a practical manner on the spot, in accordance with the information contained in the Treaty. An Italo-Ethiopian Commission had started its work in 1910, but its work had been interrupted by Ethiopia. It was this Commission which, if necessary, should have the duty of interpreting the provisions of the 1908 Treaty. The Italian Government was prepared to pursue the demarcation of the frontier as soon as the solution of the dispute in course had been reached, but it could not admit forthwith the resumption of the work of demarcation. The arbitrators appointed in conformity with the 1928 Treaty must follow the path indicated in that Treaty, that is to say, must undertake the work of conciliation.

Baron Aloisi added that as the dispute with Ethiopia arose out of a military attack, the Italian Government naturally had taken steps to place its Colonies in a state of defence. But it could not consent that measures of legitimate defence should constitute the subject of remarks from any quarter whatsoever. He concluded by asking the Council to be good enough to act in conformity with the principles of the Covenant, according to which, when a dispute is in the regular course submitted to a procedure of arbitration, the Council was not called upon to take any initiative. He protested against manœuvres devised to alarm

opinion and to disturb the course of a procedure which was in accordance with agreements existing between the parties and with the provisions of the Covenant. The Italian Government did not in any way intend to limit the duty entrusted to the arbitrators under the 1928 Treaty; but it could not agree that their consideration should be directed to questions of frontier delimitation.

In the second place, by accepting the arbitration procedure, Italy had shown her anxiety to respect the undertakings entered into by her, in the exercise of her sovereignty.

The Ethiopian representative replied that he interpreted Baron Aloisi's declaration as meaning that, though the local delimitation was not a question for the arbitrators and must be carried out on the spot, the arbitrators were, as regards the settlement of the dispute itself, perfectly free to take all circumstances into account and in particular to interpret the Treaties relating to the frontiers.

The Representative of Italy replied that, except with respect to the frontier question, his Government intended not to limit in any way the task of the arbitrators.

The French Representative, M. Laval, said that he would vote for the resolution. Lengthy negotiations had been required. Each of the States had a legitimate desire to ensure respect for its sovereignty and account must be taken of that desire. But, at the same time, the principles of the League of Nations must prevail. Thanks to the conciliatory attitude of both Governments, a first result had been obtained and the Council had used its powerful influence in the service of peace.

Mr. Eden, United Kingdom Representative, in accepting the resolution, paid a tribute to the Parties' spirit of conciliation. The question had caused serious anxiety to His Majesty's Government and to the Council, and their satisfaction was therefore great. He also recorded his satisfaction at the undertaking, once more mutually affirmed, to proceed to an agreed demarcation of the frontier as soon as the present differences had been liquidated. Under the terms of the Resolution, the Council would remain in close contact with the situation and would meet again to deal with the matter, should circumstances require; but he hoped that the decision taken would lead to an equitable settlement of the questions brought before the Council.

After the two resolutions had been adopted, the President said that the League of Nations had once more shown its interest in the maintenance of peace and good relationship between any countries in any part of the world.

2. REQUEST BY THE YUGOSLAV GOVERNMENT.

At its January session, on the proposal of Mr. Eden (United Kingdom), the Council took note of the Hungarian memorandum on the results of the investigation carried out by it in accordance with the Council's resolution of December 10th, 1934. The Rapporteur then asked those Members of the Council who might have observations to make on the report, to communicate them to him, so that he might make such proposals as might seem appropriate. In accordance with this request, the Yugoslav Government sent in a Memorandum on March 21st, containing observations with which the Rumanian and Czechoslovak Governments expressed their entire agreement.

The Yugoslav Government held that the investigation by the Hungarian authorities had been insufficient.

On May 25th, Mr. Eden, Rapporteur, informed the Council that, in the light of the communications he had received, he might have been justified in calling for supplementary information from the Hungarian Government on certain points having a bearing upon the execution of the resolution of December 10th, which was the basis of the Council's action in the matter, and which retained its full import. In view, however, of the good will which animated the Yugoslav Government, and of the general desire to consider the examination of the question before the Council as closed, he did not propose to carry the matter any further. He was confident that he could rely upon the good will of the Hungarian Government and the spirit of conciliation of the Yugoslav Government for the question to be thus disposed of. The Rapporteur concluded by expressing the earnest hope that this settlement of the question would contribute to promote good relations between the two countries and thereby assist in the development of international concord in that part of Europe.

M. de Velics (Representative of Hungary) said that his Government was conscious of its international responsibilities and that, having regard to the decision of the Council of December 10th, 1934, it would continue to take all measures against terrorist action and to have supervision exercised over Yugoslav emigrés with particular care, within the general system of supervision over foreigners. As a result of the enquiry carried out by the Hungarian Government in accordance with the invitation addressed to it by the Council after the events at Marseilles, Hungary had already increased the severity of the provisions for the supervision over foreigners and the issue of passports.

M. Fotitch (Yugoslavia) claimed that his Government had, during the discussion of this question, already furnished ample proof of its spirit of conciliation and good will; but it would not fail to reply to the appeal of the Rapporteur. Although it considered that the Hungarian Government's enquiry concerning certain important points of the Resolution of December 10th had not yielded satisfactory results and that on those points, as Mr. Eden stated, further information might have been asked for, the Yugoslav Government, being animated by a wish to contribute to a pacification that was desired by all, would not oppose the motion that this matter should not be pursued further. He noted with satisfaction the Hungarian representative's declaration to the effect that his Government would take all necessary measures against terrorist action. M. Fotitch concluded by saying that his Government was entitled to expect that these measures would prevent the repetition of events such as those which led to the Resolution of December 10th.

The Representatives of Italy and France expressed their satisfaction at the success achieved by the Rapporteur, thanks to the good will of the Parties, and the Czechoslovak and Rumanian Representatives associated themselves with the Yugoslav declaration, after which the Council declared its investigation terminated.

3. WORK OF THE COMMITTEE OF THIRTEEN SET UP FOR THE PURPOSE OF PROPOSING MEASURES TO RENDER THE LEAGUE COVENANT MORE EFFECTIVE IN THE ORGANISATION OF COLLECTIVE SECURITY.

This Committee which was set up in application of Paragraph 3 of the Council's resolution* of April 17th, 1935, met from May 24th to 29th.

The following countries were represented: United Kingdom, Canada, Chile, France, Hungary, Italy, Netherlands, Poland, Portugal, Spain, Turkey, U.S.S.R. and Yugoslavia.

The French delegation had previously sent in a memorandum with suggestions. This memorandum stated that the authors of the Covenant cherished the hope that the dealings of peoples with one another would be governed solely by law; not having entertained the possibility of repeated breaches of international undertakings, they deemed it sufficient to affirm in a very general way the League's duty to take measures effectively to safeguard international peace (Article 11).

* See Monthly Summary, 1935. Vol. XV., No. 4, page 84.

This duty became particularly urgent whenever the Council found itself confronted with a breach of obligations sufficiently serious to constitute a threat to the security of nations and the maintenance of peace itself.

In such a case there could, in principle, be no question of contemplating immediate recourse to a series of measures as wide in scope as those which under Article 16 it is the duty of Members of the League to apply in a case of recourse to war contrary to the undertakings of the Covenant.

The Council left the Committee full liberty to recommend the most varied classes of suggestions. In its memorandum the French delegation limited its proposals to economic and financial measures. In its view, the more these were definite in their application, the more easy would it be for States in general to carry them out. The delegation put the problem in the following terms: An endeavour must be made to deprive the State violating an international engagement of arms and munitions of war, if it has no munitions industry, or if it has such an industry to deprive it of a certain number of manufactured products and raw materials which it is obliged to obtain from abroad and of which the absence would handicap its preparations. In either case, the violating State should be deprived of financial support.

The French delegation was convinced that it was possible to create genuinely effective machinery for penalising any grave breach of a treaty. This machinery would, of course, only be fully effective if the measures were applied in the first instance by the States most concerned, within the framework of one of those regional systems which have been advocated by the League of Nations with a view to mutual assistance against aggression; in any case, the assistance of the European States which possess or control the markets of the essential raw materials was indispensable. But while the States most directly concerned would have to assume their special responsibilities, their action could not deprive the Council of its prerogatives nor relieve it of its responsibilities. It would therefore be for the Council to place on record the breach of an obligation concerning the security and the maintenance of peace, and to formulate the recommendations which it might think fit to meet the situation thus created.

The French delegation summed up the proposed system as follows:—

"A protocol would be drawn up and opened for the signature of all European States, and

would enter into force between the signatories as soon as a certain number (a small number) of accessions had been received.

"Under this protocol the signatories would pledge themselves, in case of a breach—duly recorded by the Council—of an undertaking of concern to international security and the maintenance of peace in Europe;

"— On the one hand to carry out the recommendations which the Council, as a result of its findings, would make to the Members of the League other than the State having failed to observe the said undertaking;

"— On the other hand, and without prejudice to the above general obligations, to concert together on measures to be taken with a view to effectively prohibiting the export, to the territory of the State guilty of the breach, of arms and implements of war and of all raw materials particularly suitable for the manufacture of such implements, or of other raw materials of a less specialised nature, or of any other product of which it may be considered desirable to deprive the treaty-breaking State.

"The execution of these undertakings would be provided for in such arrangements of a general or regional character as might be recognised as necessary.

"Non-European States which, in so far as they are interested in the maintenance of peace, must desire the consolidation of peace in Europe, would be requested, under conditions to be considered, to facilitate the operation of these various arrangements."

The French memorandum held that, in taking these decisions, the Council would act in virtue of Article 11 of the Covenant. Among the recommendations which the Council might be called upon to take under this article, two categories must be distinguished: those addressed to the State or States concerned, which cannot be validly made if they are voted against by one of the parties, and those addressed to third States Members of the League with a view to exercising pressure on the State or States having committed breaches of their obligations. As regards this second category of measures, the Council in voting should not take account of the votes of the violating State or States.

The memorandum supports this view by an argument used by the Permanent Court of International Justice in one of its advisory opinions (*frontier between Turkey and Iraq; Mosul affair*).*

The French delegation's suggestions served as a basis for the first discussions of the Committee. Various delegations raised certain legal objections or expressed doubts as to the possibility of reconciling the procedure suggested in the French memorandum with the provisions of the Covenant. Others raised technical

* Publications of the Court, Series B, No. 12, 1925.

objections concerning the economic and financial measures proposed. The Committee, therefore, decided as a preliminary step to refer certain questions to a sub-Committee of jurists and others to a sub-Committee of economic and financial experts.

The Committee will meet again on July 24th. For the moment it has set up these two sub-Committees and outlined their programme of work:

A. The Legal sub-Committee will consist of representatives of the following countries: United Kingdom, France, Italy, Netherlands, Poland, Turkey, U.S.S.R. and Yugoslavia.

This sub-Committee, which is to meet on June 24th, has been requested to study and report on the legal issues involved in the resolution of April 17th. In particular, it is asked to state:

1. How, in the circumstances contemplated in the said resolution, economic and financial measures can be taken within the framework of the Covenant, whether—

- (a) As "action that may be deemed wise and effectual to safeguard the peace of nations" taken by the League under Article 11 of the Covenant;
- (b) As steps to be proposed by the Council under Article 13 to give effect to an award in the event of failure to carry the award out; or
- (c) Under any other provision of the Covenant.

2. Whether, in each of the above cases, the negative vote of "the State which has endangered peace by the unilateral repudiation of its international obligations" can prevent the Council from taking the necessary decisions with a view to the measures above referred to, without prejudice to the case in which these measures might require the collaboration of such State.

B. The Economic and Financial sub-Committee will consist of representatives of the following countries: United Kingdom, Canada, Chile, Spain, France, Hungary, Italy and U.S.S.R.

This sub-Committee will meet on July 1st and has been asked to make a study of the economic and financial measures referred to in the Council's resolution of April 17th. As an example of steps that might be considered by this sub-Committee, the Committee of Thirteen mentioned the following points:—

- (1) The withholding from the country concerned of supplies of a limited number of key

products required for the production of arms and warlike preparations;

- (2) The withholding of any other special classes of supplies (other than food supplies essential for the subsistence of the civilian population);

- (3) The interruption of the export trade of the country concerned, or any special part of such trade;

- (4) Measures of financial pressure, such as the withholding of credit facilities;

- (5) What will be the means (administrative and legislative) to be used by the participating States in carrying out each measure in the list?

- (6) To what extent and in what conditions the requisite effect can be obtained by arrangements of a regional character or requiring the action of only a limited number of States?

- (7) Relation to the measures proposed of the obligations of the countries concerned, under such instruments as commercial and transit treaties and multilateral conventions dealing with commercial and transit matters.

4. COMMITTEE ON THE REPRESSION OF TERRORISM.

The Committee of Experts set up by the Council to prepare a draft international convention to assure the repression of conspiracies or crimes committed with a political and terrorist purpose, sat at Geneva from April 30th to May 8th, under the Chairmanship of Count Carton de Wiart (Belgium).*

The proposals made in December, 1934, by the French Government and the remarks and suggestions sent in by the Governments of the United States of America, Austria, China, Cuba, Denmark, Estonia, Guatemala, Hungary, India, Latvia, Rumania, Turkey and Yugoslavia were duly considered by the Committee.

The Committee expressed its views in the form of a draft consisting of provisions intended, after revision, to form the first part of the proposed convention.

The setting up of an International Criminal Court was discussed in a general manner, but any decision of principle was reserved.

The Committee, in reporting to the Council on the position as regards its work, announced its intention of holding another session shortly after the end of the next Assembly, in order to prepare the final report and the full text of the draft convention.

* See Monthly Summary, Vol. XV., No. 4, page 85.

5. REPARATION FOR WAR DAMAGE SUFFERED BY SWISS CITIZENS.

The Council at its January session had had before it a dispute between the Swiss Confederation on the one hand and Germany, the United Kingdom, France and Italy on the other hand, in regard to reparation for damage suffered by Swiss nationals on the territories of the above Powers during the world war,* and appointed a Committee consisting of the Argentine, Spanish and Czechoslovakian representatives to make a report on the question of whether in this particular case the Council ought to intervene.

In this document the Committee noted that it is not contested that the Council had competence to deal with the case under Article 11, paragraph 2, of the Covenant, and that, the Federal Council having called the Council's attention to it, the application of Article 11, paragraph 2, ought not to be excluded *ab initio* on the ground that, in the view of the parties themselves, peace and good understanding between them were in no way imperilled. This circumstance, however, limited the scope of action by the Council. Articles 12 and 13 of the Covenant refrain from rendering arbitration or judicial settlement compulsory. The intention of the Covenant could not, therefore, be to provide in Article 11, paragraph 2, a procedure to which the Members of the League might have recourse for the sole purpose of obtaining arbitration or judicial settlement of disputes.

On the other hand, the Council could not decide the issue raised by Switzerland, either in law or in equity, without usurping the functions of an arbitrator. In a dispute like the present, which did not constitute an immediate danger for peace or a conflict of political interests, the Committee considered that the Council's action could not go beyond an attempt at conciliation. In negotiations with the parties, the Committee had explored the possibilities of a solution by conciliation. Without prejudice to direct conversations, which it considered always possible, the Committee did not think the probable results of conciliation were sufficient to justify retaining the matter on the Council's agenda.

The Swiss representative, M. Motta, declared that the report was a disappointment to his country and he could not accept it.

After speeches by several members of the Council, expressing their views as to its competence under Article 11, paragraph 2, of the

Covenant, the President said that the matter was one of procedure, namely, whether the Council did or did not retain this question and that the decision could therefore be taken by a majority; after which the Council unanimously, save for the opposing vote of Switzerland, decided that the question should be removed from the agenda.

6. CLAIM BY THE FINNISH GOVERNMENT.

At its January session the Council requested a Committee composed of the representatives of Spain, Argentine and Czechoslovakia to report to it on the question whether, taking into account all the circumstances brought out during the discussion, the Council should proceed with the application of Article 11, paragraph 2, of the Covenant to the request presented by the Finnish Government against the United Kingdom Government with regard to Finnish vessels used by the latter Government during the war.*

At the request of the Finnish Government the question was adjourned and the Council, on May 25th, decided that it would defer its decision on the Committee's conclusions till the beginning of its next ordinary session.

7. DISPUTE BETWEEN IRAQ AND IRAN.

On May 25th the Council dealt with the dispute between Iraq and Iran, referred to it by the Government of the former country in December, 1934, in conformity with Article 11, paragraph 2, of the Covenant.†

The Rapporteur, Baron Aloisi (Italy), said that, since the close of the Council's last ordinary session, he had discussed this question with the qualified representatives of the Parties, at Rome in February and in May at Geneva.

Proposals had been considered, some relating to the provisional measures to be taken pending the final settlement of the dispute, some to the procedure to be followed for putting it on the road to a final settlement. A suggestion for a compromise covering the whole of the dispute had also been drawn up. While he was not able to tell the Council that the Parties were in agreement, he could say that on several points further valuable information had been obtained. There were, however, still some unsettled points which required complete and exhaustive study. The representatives of the two countries also desired to inform their Governments of the solutions that had been proposed. In these

* See Monthly Summary, Vol. XV., No. 1, January, 1935, page 10.

† See Monthly Summary, Vol. XV., No. 1, January, 1935, page 10.

* See Monthly Summary, Vol. XV., No. 1, page 10.

circumstances, he suggested that the matter be adjourned to the Council's next ordinary session. Meanwhile, he would continue his efforts, in concert with the parties, who, for their part, could help—by direct conversations, of which they would keep the Rapporteur informed—to smooth over the difficulties.

At the January session the parties had undertaken, in the Council's presence, to do

nothing that might make the settlement of the dispute more difficult. They had observed that undertaking, and the Rapporteur trusted that, pending the final settlement of the dispute, they would adhere to the same attitude.

After speeches by the Representatives of the United Kingdom, Turkey and the U.S.S.R., the Council decided to adjourn the question on the terms proposed by the Rapporteur.

IV.—TECHNICAL ORGANISATIONS.

I. ECONOMIC AND FINANCIAL ORGANISATION.

(a) *Work of the Economic Committee.*

The Economic Committee held its forty-second session from April 29th to May 4th. It appointed its officers for 1935, electing M. Elbel (French) as Chairman and Sir Frederick Leith-Ross (British) as Vice-Chairman.

International Economic Relations.—At its last session (July, 1934), the Economic Committee announced its intention of submitting, at its next session, a comprehensive report on the general situation of international economic relations. But for the moment it confined itself to dealing with agricultural protectionism,* reserving the right to submit later the general report for the drawing up of which its members considered it desirable to consult the responsible authorities and economic circles in their countries and to have a fresh discussion, in which the Financial Committee should also take part.

Tourist Traffic as a Factor in International Economic Affairs.—After being informed of the studies which the Secretariat had been instructed to make, the Committee decided to seek the collaboration of a certain number of experts, chosen, for the most part, from among the directors of the national tourist offices of the countries most concerned, and from among the representatives of large international organisations.

Export and Import of Meat and Meat Preparations.—The Economic Committee decided to convene a Committee of Experts for the purpose of seeking suitable bases for an international agreement on this subject. The Committee will be composed in such a way as to ensure that the points of view of the exporting countries as well as those of the importing countries may be adequately presented and compared.

Such an agreement seemed possible in view of the conclusion, last February, of three veterinary conventions,† the result of the Economic Committee's work. These Con-

ventions had shown that any international action on the subject must depend on the existence in exporting countries of sanitary conditions and of a technical service affording effective guarantees in the matter of meat inspection. Those countries who had acceded to one of these three Conventions had undertaken to ensure that an adequate veterinary service should be provided. This would seem to facilitate the conclusion of the desired international agreement.

Phyto-Pathological Questions.—The International Institute of Agriculture submitted to the Economic Committee the results of the work undertaken in pursuance of a decision of the London Monetary and Economic Conference, which had asked the Institute to study the scientific and technical questions involved in the control of the importation and exportation of plants and other vegetable products. The Economic Committee reached the conclusion that it was necessary to set up a small committee of experts to endeavour to determine what common rules are applicable to international trade in vegetable products. These rules should take into account the need for providing countries with the guarantees that are essential to enable them to guard against the invasion of their crops or forests by dangerous diseases or parasites, while limiting to what is strictly necessary any measures for temporarily prohibiting imports that they may be obliged to take for the purpose.

Coal.—The Economic Committee, with the personal collaboration of the Director of the International Labour Office, considered the means of giving satisfaction to a request of the Miners' International Federation, dated November 5th, 1934, and of the Governing Body of the International Labour Office, in January, 1935, for the organising of an international meeting on the coal problem.

The Economic Committee held that a meeting of this kind could not at present be summoned.

* See special article on this subject.

† See Monthly Summary, Vol. XV., No. 2, page 34.

The Council, on May 20th and 24th, considered the work of the forty-second session of the Economic Committee.

On May 24th the Council dealt with the Economic Committee's report on Agricultural Protectionism. The Rapporteur, the Representative of Poland, summed up the Committee's main idea as follows :

"The Economic Committee by no means disputes the legitimacy or even the necessity of assisting the agricultural classes by reasonable protection. Nevertheless, it warns Governments and public opinion of the dangers that may result from too rigorous a protectionism, not merely for the international community but even for those countries which apply it, and, more particularly, for agricultural producers themselves."

The Polish Representative, M. Komarnicki, Rapporteur, said that the conclusions reached by the Committee were moderate, constructive and persuasive. It would be difficult to improve the agricultural situation unless an effort were made by the industrial States to enable agricultural States to export their products under more normal conditions. He mentioned that the Committee had expressed the view that these conditions could not be re-established so long as certain measures of agricultural protectionism were enforced.

He drew attention to the introduction of excessive import duties and said that the quota system and the import duties system, applied simultaneously, were making trade increasingly difficult.

The Danish Representative, M. Borberg, emphasised the interest of the report and hoped that Governments would examine it before the next ordinary Assembly, when it would be on the agenda.

The Australian Representative, Mr. Bruce, referred to the fundamental trouble at the present time, over-protection of agriculture in the industrial countries. The Economic Committee had brought out the necessity of retaining agricultural populations throughout the countries of Europe not merely for economic, but for social, historic and psychological reasons. With that view he agreed. But the problem had been too much concentrated upon the agricultural countries of Europe and not sufficiently upon the new countries of the world, with their almost unlimited possibilities of cheap production. The problem had to be faced not solely from the European standpoint nor that of getting back to the pre-war position. The progress of science and the development of new countries had not, as they should have

done, created a higher standard of living. The very reverse was the case. Standards of living were being driven down ; the costs of agricultural production were going up ; export trade in manufactured goods had slackened, and the maintenance of agricultural wages had been impossible. So far, no practical attempt at a solution had been made. They had confined themselves to increasing prices, instead of recommending increased consumption, which was the true remedy. He trusted that, when the further report was received from the Economic Committee, it would take into account the possibility of cheap production from the oversea countries. In conclusion, he suggested that the Secretary-General should, when sending this report to Governments, attach a letter directing their attention to it.

The Argentine Representative, M. Cantilo, pointed out that excessive agricultural protectionism in industrial countries as practised to-day, was not only bound to cause damage to exporting countries, but also had injurious effects on the countries which practise it. In reducing the purchasing power of exporting countries, protectionism contributed to the crisis in the industrial countries of Europe. The Argentine had suffered very greatly as a result of the agricultural protectionism of these latter countries. She had endeavoured to maintain a small current of trade. The results had been fairly good, since they had enabled her, thanks to suitable commercial agreements, to preserve her economic position and to meet her obligations abroad.

The Mexican Representative, M. Gomez, entirely agreed that the conclusions of the Economic Committee on agricultural protectionism should be made widely known. It would certainly be well to inculcate the idea of the abandonment of excessive protectionism as now practised ; for this would be bound to have a favourable effect on public opinion as a whole and upon Governments. He added that the progressive demobilisation of economic nationalism, the ending of the exchange war, and the stabilisation of international exchanges were essential conditions for a return to a position of tranquillity and for overcoming the crisis. Owing to the range of its climate, his country could very well develop along lines of self-sufficiency and had no reason to be particularly alarmed at the existing state of world trade. Nevertheless, Mexico hoped that economic relations between nations might as soon as possible become normal again.

After a few words by the Spanish Representative in support of previous speakers, the

Council approved the Rapporteur's conclusions and the proposals of the Australian Representative.

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On the proposal of the Rapporteur, M. Komarnicki, Representative of Poland, the Council appointed Mr. R. M. Campbell, Economic Adviser to the High Commissioner of New Zealand in London, a corresponding member of the Economic Committee.

Mr. Campbell's term of office will expire in September, 1936.

(b) *Work of the Financial Committee.**

The Financial Committee held its fifty-eighth session from May 6th to 11th. M. Dayras (French) was in the chair. The Committee, as is customary, reviewed the financial situation of the countries that are the subject of its special concern (Hungary, Austria, and Bulgaria). It also considered the report of the Joint Committee for the Study of Clearing Agreements and dealt with several other matters.

Below will be found a summary of the remarks and conclusions submitted by the Committee to the Council.

Hungary.—The Financial Committee took note of the fourteenth report of its representative in Hungary, Mr. Tyler, on the first quarter of 1935. It considered the financial and economic situation of Hungary with the assistance of the Hungarian Government's representative, Dr. Imredy, President of the National Bank of Hungary, Mr. Tyler and Mr. Bruce, Adviser to the National Bank.

The Committee noted that the budgetary situation at the end of the first ten months of the financial year 1934-35 corresponds fairly closely to the estimates and shows no considerable change as compared with the corresponding period of the previous financial year.

The budget for 1935-36, which is at present before Parliament, contains the following estimates: for *administration* expenditure and receipts are estimated respectively at 766.5 and 748.0 millions of pengő, a deficit of 18.5 millions (12.5 higher than the previous year); for *State undertakings* expenditure and receipts are in round figures 409 and 352 million pengő, a deficit of 57 (2.7 higher than the previous year).

The estimates of expenditure include an appropriation corresponding to the full cover of the service of the public debt. The Govern-

ment proposes, as on previous occasions, to invest in Treasury bills a certain part of the non-transferred service of this debt, to cover a part of the deficit. The balance will have to be met by an actual issue on the market, which should not offer any difficulties. The effect will be, however, to increase the internal floating debt, the amount of which on December 31st, 1934, was 258 million pengő.

The Committee observed that the bad harvest of last year continues to be the dominating factor in the development of the economic situation in general. There was a marked falling-off in railway traffic and a decrease in the volume of exports, which, for the first quarter of 1935, as compared with the first quarter of 1934, is nearly 30 per cent., though the value of the exports shows little change.

It was also noted that the Hungarian Government and the National Bank had recently introduced various modifications in the foreign exchange regulations. Free dealing in gold has been abolished, and transactions in stocks and securities with abroad have been subjected to strict control. The main object of these changes was to increase the restrictions on non-commercial remittances, while at the same time not reducing the funds available for current commodity trade.

Austria.—The Committee examined the financial situation of Austria together with Dr. Buresch, Federal Minister of Finance, Dr. Kienbock, President of the Austrian National Bank, M. Rost van Tonningen, Representative of the League of Nations in Austria, and M. Maurice Frère, Adviser to the National Bank. The Committee had before it the 14th quarterly report of M. Rost van Tonningen, dealing with the first quarter of 1935.

The Committee was glad to note that Austria had been able to maintain in general the level of improvement attained during the last year and a half.

The budget situation has developed in the past four months according to expectations. State revenue is slightly higher than in the corresponding period of last year. On the other hand, additional expenditure has been incurred. Nevertheless, the deficit in the ordinary budget for the first four months was limited to the amount of 46 millions, as against a deficit of 65 millions last year.

In its last report, the Financial Committee mentioned the proposals of the Austrian Government to raise a domestic loan of 100 million schillings for the purpose of carrying out public works and of consolidating part of the floating

* See Monthly Summary, Vol. XV., No. 1, page 12.

debt. But the Government subsequently found that it might well proceed to further consolidation and, after consultation with the Committee of Guarantor States, the amount of the loan was increased to 175 million schillings nominal (net yield approximately 150 million) of which 66 millions will be used to cover expenses for public works and the balance to consolidate Treasury bills.

The Committee welcomed this procedure and wished the Government every success in an operation which will considerably strengthen the position of the Treasury.

The Committee observed that the Austrian railways had had to cope during the first quarter of the year with slightly falling receipts, but were able to meet the situation by continuing their efforts to make further economies in all departments. The stability of the schilling has been maintained, the gold and foreign exchange reserves of the National Bank have increased and the discount rate has been reduced. The interest rates on bank deposits and the rate on loans have been lowered. The Committee hoped that the policy of lowering money rates would be continued.

It was also noted that a first step had been taken towards the liquidation of the transfer arrears on long-term loans, other than the Federal loans, in connection with which the transfers are made regularly. The sums paid in schillings during 1932 into the foreign debtors' fund will henceforward be payable in free foreign exchange against coupons. The Committee trusted that it would soon be possible to extend this measure generally to the other arrears, and that the normal service of these loans would be resumed. The integral transfer of these payments can only assist in strengthening the international credit of Austria and aiding the future programme of the Government.

The Financial Committee drew the Council's attention to the efforts which the Austrian Government is making to meet the difficulties of international trade and hoped that, wherever possible, these efforts would be supported.

Bulgaria.—The Financial Committee considered the situation of Bulgaria together with M. Stoyanoff, Director-General of the Public Debt. It further heard on this occasion M. Cheysson, the League of Nations Commissioner in Bulgaria, and Dr. Köstner, Adviser to the National Bank of Bulgaria.

It took note of the 34th report of the League of Nations Commissioner, for the period November, 1934–February, 1935, of a statement by the Bulgarian Finance Minister on the financial

situation and of one on the public debt by M. Stoyanoff.

The published figures for the nine-months budget 1934 show a deficit of 250 million leva, but owing to the existence of "mandats impayés" for 82 millions, to the delays in accounting and to the exclusion of various funds not shown in the actual budget, the true deficit is certainly much larger. The cash accounts of the Treasury show a deficit of 480 millions, and even that may not be the total figure.

The Committee emphasised the fact that the total budget for 1935, which was promulgated in April, balanced receipts and expenditure at a total of 7,149.9 million leva and, in comparison with the budget for 1934, showed an increase of 978.1 millions of ordinary receipts and 946 millions of ordinary expenditure.

The estimates concerning the receipts appeared to the Committee very optimistic and a reduction of expenditure was absolutely essential, owing to the difficulties which the Treasury has had to face during the first four months of the financial year.

Owing to the importance of paying the officials their arrears of salary, the Financial Committee's consent was asked for certain measures. Thus the Committee took note of the undertaking to restore the preventive control over commitments for expenditure and over the utilisation of credits. This control having been restored, the Committee proposed that the Council should approve a temporary increase in Treasury bills and authorise the National Bank to discount the additional amount. The arrears of the salaries of State employees would be paid in full, after which the clause of the law providing for a special "Fonds d'amortissement" for these arrears would be annulled. But in the Committee's view, these modifications could only be accepted on certain conditions mentioned in the report.

In view of the Government's intention to make at once a serious effort to restore order in its finances, the Committee desired to draw attention once again to the extreme complication of the Bulgarian budgetary system, the obscurity resulting therefrom and the unnecessary elaboration of the present procedure. After insisting on the inconveniences of the present arrangement, the Committee again most strongly urged the Bulgarian Government to undertake at once a complete recasting of the financial system, in the direction of unity and simplicity. This was not a matter of political principle or of alteration of taxes, but merely of good administration. The Committee

made definite suggestions on the subject, especially as regards the unity of the budget, the concentration of balances, and the necessity for a cash basis of budget accounts. It again laid stress on the desirability of appointing a permanent head of the Treasury, who would be particularly concerned with this administrative reform and with the observance of its central principles, whatever might be the political complexion of the Ministry of the day.

The necessity for reducing expenditure rendered more essential than ever an administrative reform, namely, the cutting-down of certain public departments which appear to possess too large and complex an organisation for the country's economic and financial resources.

It should be mentioned in this connection that all the measures of economic regulation or of Government intervention in economic life could not fail to add to the already excessive weight of the administrative machinery. The Committee was once more bound to note the dangerous tendencies of the general economic policy pursued in the last few years by Bulgaria, which policy has not yet undergone the necessary change of direction.

In its previous reports the Committee had analysed, as and when they came to its attention, the different aspects of these tendencies and their harmful consequences. Once more it repeated its recommendations and hoped that the financial reforms that the Government proposed to enforce would be accompanied by an economic policy likely to facilitate its task.

Enquiry into Clearing Agreements.—The Financial Committee considered the report drawn up by the Joint Committee for the Study of Clearing Agreements,* and made the following observations:

The Financial Committee has often met with examples of clearing agreements when studying the situation of countries with which it has had to deal. It fully endorses the proof given of the close connection which exists between the question of clearing and compensation agreements and the general and fundamental causes which have been responsible for, and continue to influence, the present depression.

The Financial Committee emphasises in this connection the observations of the report, which recalls the fact that the introduction of foreign exchange control, described in the replies of the Governments as the immediate cause of the adoption of clearing agreements, is only one form of defence against the effects

of the general depression on those countries whose economic and financial structure is specially vulnerable. The heavy fall in prices and the paralysis of international credit could not fail, in the absence of the regulating influence of the movements of capital, to give rise to a grave disturbance of the currents of international trade. The reaction of this disturbance on the monetary systems had the effect of hindering the natural and automatic international clearing process. It tended, on the one hand, to create abnormal channels of trade, and, on the other hand, to lead to defaults in payments or to conditions in which artificial methods of payment had to be sought.

The Financial Committee also wishes to emphasise the final conclusion, which is of a general nature and is summarised as follows:

"While clearing agreements and other agreements for the settlement of international payments by compulsory compensation are in most cases the outcome, as we have seen, of the introduction of restrictions on foreign exchange dealings in various countries, this action is itself the outcome of certain fundamental causes. The countries which adopt such restrictions and maintain them persistently, notwithstanding the growing difficulties that they cause to their economic life and to international trade, would no doubt be more willing to abandon them if they were not dominated by a feeling of insecurity, due in the main to the three following causes:

"The risk of seeing certain foreign markets for their products suddenly closed by measures of prohibition;

"The instability of the international market in goods and capital, due to the instability of the rates of exchange between the principal currencies;

"Uncertainty as to the real and final weight of their indebtedness, despite the substantial alleviations which have already been generally brought about.

"Hence, without prejudice to the suggestions made above—which should be put into force to the greatest possible extent—the Committee would regard the restoration of an international monetary standard, with the conditions of commercial freedom essential to its normal operation, as the most effective safeguard against disturbing action being taken as regards either dealings in foreign exchange or international agreements for the settlement of payments."

Other Matters.—The Committee was also informed of the results of the work of Dr. Pospisil (Czechoslovak), whom the Council Committee had appointed Referee to decide certain questions concerning the service of a number of Saar loans. Dr. Pospisil announced the list of loans which, after consideration, it had been determined should benefit by the special provisions adopted in regard to the

* See Monthly Summary, 1935, Vol. XV., No. 3, page 70.

exchange of French banknotes in the Saar Territory.*

The Committee also considered reports on the position of the Bank of Estonia, the budgetary situation in Greece and the observations of the Trustee for the Danzig 7 per cent. Mortgage Loan of 1925.

* * *

The Council, on May 22nd, approved the report on the work of the Financial Committee's 58th session.

As regards Austria and Hungary, the Rapporteur, the Representative of Australia, referred merely to the Financial Committee's general remarks.

In the case of Bulgaria, he analysed the findings and proposals of the Committee in more detail, mentioning in particular the raising of the limit for the issue of Treasury bills, fixed in Article 9 of the Protocol of March 10th, 1928, and subsequent resolutions of the Council, by 300 million leva to a total of 1,400 million leva, subject to certain conditions.

The Bulgarian Representative, M. Obboff, accepted the Financial Committee's report, and said that his Government desired to thank the Financial Committee for its comprehension of the present financial difficulties in Bulgaria and for the proposal it had made in regard to Treasury facilities.

The Council also approved the action taken by the Referee appointed to determine the distribution of the fund created on account of Saar loans approved by the Governing Commission, and likewise the action proposed by the Financial Committee with reference to the Trustee of the Zeltweg-Wolfsberg and Unterdrauberg-Woellan Railway Company.

(c) *Enquiry into Compensation and Clearing Agreements.*

On May 20th, the Council considered a report by the Polish Representative on the work of the Mixed Committee which undertook an enquiry into Compensation and Clearing Agreements.†

After emphasising the importance of this investigation, the Rapporteur said that nothing could show better than this study the extent to which commercial relations between nations were adversely affected by the obstacles that are at the present time placed in the way of the normal operation of monetary machinery. These agreements were in effect merely expedients devised more or less to maintain com-

mercial exchanges, while at the same time they tend to reduce them. These exchanges have become extremely difficult since the internal value of the currency has in many countries been made subject to severe restrictions with a view to keeping it at a specific rate. The restrictions are, in fact, so severe that, to repeat the very words of the report, the currency "ceases, at any rate as regards the external relations of the country in question, to perform the essential function for which it was created." The Rapporteur added that clearing agreements were based upon control of exchange transactions. The Joint Committee hoped this control would be abolished, at any rate as regards commercial transactions, so that national currencies could once more perform their natural function, which is to be exchangeable without any limitation for all other currencies, and through them for goods. But, during the period which must elapse before the foreign exchange control could be abolished "it is important to consider whether it is not possible to modify the clearing agreements with a view to rendering gradually more normal the conditions under which international trade takes place."

He pointed out that a whole series of measures, which are referred to in the Joint Committee's report, might be adopted with a view at least to mitigating the difficulties and the harmful effects of a system which showed a tendency to become general.

On the Rapporteur's proposal, the Council invited Governments to consider the Joint Committee's conclusions and to take account of them as far as possible in framing their own policy.

(d) *Composition of the Fiscal Committee.*

On the proposal of the Rapporteur, the Australian Representative, the Council, on May 22nd, appointed Mr. C. H. Wakeley (United Kingdom), of the Inland Revenue Department, as successor to Sir Percy Thomson on the Fiscal Committee, and M. Carlos Jimenez Correa as Corresponding member of the Committee in Peru, in the place of M. Manuel Valdivieso.

2. HEALTH ORGANISATION.

*Work of the Bureau of the Health Committee.**

The Bureau of the Health Committee, whose duty it is to take any decision necessary for the work of the Health Organisation during the intervals between the Committee's sessions, met on May 3rd. It prepared the draft agenda

* See Monthly Summary, Vol. XV., No. 3, page 75.

† See Monthly Summary, Vol. XV., No. 3, page 70.

* Rapporteur: the Danish Representative.

for the next session of the Committee and took account of the progress of the Organisation's activities.

In particular, it was occupied with the studies on the farmhouse and farmyard which had been entrusted to various European schools and Institutes of Hygiene, whose directors met in conference on April 24th. The plan of study includes an international exhibition, which would be the natural conclusion of the Health Organisation's work in this field.*

When the Council considered the report of the Bureau, on May 22nd, Baron Aloisi, representative of Italy, mentioned the particular interest taken in this question by his country and added that his Government was ready to give all help it could to ensure success; he would explain later the manner in which this assistance might be rendered.

3. COMMUNICATIONS AND TRANSIT.

Meeting of the Permanent Committee for Transport by Rail.

The Permanent Committee for Transport by Rail met at Geneva from May 28th to June 1st, with Dr. R. Herold (Switzerland) in the chair.

The Committee studied the questions of competition between rail and road, signals at level crossings, facilitation of transport for travellers' samples and the legal and administrative regime of the frontier sections of railway lines and of junction stations.

V.—SOCIAL AND HUMANITARIAN QUESTIONS.

I. PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

The Commission for the Protection and Welfare of Children and Young People, which consists of the Traffic in Women and Children Committee and the Child Welfare Committee, met at Geneva from April 25th to May 9th, with M. Gajardo (Chile) in the chair.

At the opening of the session, the Chairman expressed his regret, in the name of the Commission, that the withdrawal of Japan from the League of Nations had deprived the Committee of the valuable collaboration which its Japanese members had always afforded. The Committee expressed its unanimous wish that the Council of the League should be requested to invite the Japanese Government to continue its collaboration in the future.

The Commission also proposed that the Canadian Government should be invited to send

The Committee was composed as follows :—
Members :

Dr. R. Herold, Chief of District of the Federal Railways (Switzerland).

M. M. Castiau, Secretary-General of the Belgian Ministry of Transport (Belgium).

M. C. M. Grimpret, President of the General Council of Roads and Bridges and of the High Council of Public Works of France (France).

Dr. H. Grunebaum, Ministerial Counsellor at the Federal Ministry for Commerce and Communications (Austria).

M. A. Krahe, Engineer for Roads and Bridges (Spain).

Mr. C. N. Lou, replacing M. Wang, representing the Ministry of Communications (China).

M. F. Moskwa, Head of Division at the Ministry for Communications (Poland).

M. G. Sinigaglia Former Chief Inspector and Adviser of the Board of Directors of the Royal State Railways (Italy).

M. A. Regnoul, Assistant Chief Engineer of the P.L.M. Railway Company (France); Technical Adviser attached to the Chairman.

Experts :

M. E. Mellini, Chief Inspector of Railways, Tramways and Motor Vehicles; President of the Special Committee for the Study of Signalling at Level Crossings (Italian).

Dr. J. David, Technical Adviser to the Ministry of Railways (Czechoslovakia).

M. C. Colomb, *Office Central des Transports Internationaux par chemin de fer* (Swiss).

a delegate to sit as a Member of the Child Welfare Committee and the Women and Children Committee; hitherto the co-operation of that country with the Child Welfare Committee had merely been assured by an assessor representing the Canadian Council for Child Welfare and the Council of Social Work in Canada.

The Commission also paid a tribute to the memory of M. Henri Rollet, who, for several years, represented the International Association for Child Welfare on the Committee.

(a) Work of the Traffic in Women and Children Committee.

The Committee took note of the Secretary's Progress Report and observed that since the last session several countries had acceded to international Conventions on the Traffic in Women and Children, concluded under the auspices of the League. Thus, the Irish Free State, Colombia and Afghanistan had acceded

* See Monthly Summary, Vol. XV., No. 4, page 90.

to the 1921 Convention for the Suppression of the Traffic in Women and Children; Cuba and Columbia to the 1923 Convention for the Suppression of the Circulation of and Traffic in Obscene Publications; the Sudan, Sweden, Switzerland, Bulgaria, Chile, Afghanistan and Iran to the 1933 International Convention for the Suppression of the Traffic in Women of Full Age. This last Convention came into force on August 24th, 1934, in accordance with Article 8, which provides that it shall do so sixty days after the Secretary-General of the League shall have received notification of two ratifications or accessions.

Enquiry into Methods of Prevention and of Rehabilitation.—The discussions which have taken place in recent years on the Abolition of the System of Licensed Houses and the Regulation of Prostitution have produced a desire to ascertain what could be done to assist the women who would be turned out of the houses to regain their self-respect, and further to prevent women and girls from falling into a life of prostitution.

In 1934, when a series of resolutions concerning the abolition of these systems of regulation were adopted, emphasis was laid on the urgent necessity of making a study of rehabilitation measures, so that countries approaching the possibility of abolition might be prepared to take action, and that in abolitionist countries some measures for rehabilitating prostitutes might be concerted.

The Traffic in Women and Children Committee decided that an enquiry should be made into direct measures of rehabilitation and the prevention of prostitution. Mr. S. Cohen, representing the Jewish Association for the Protection of Girls, Women and Children, was appointed Rapporteur. The Council confirmed the decision of the Committee. The Rapporteur and the Secretariat decided to limit the enquiry in scope and to restrict it for the time being to a number of selected voluntary organisations and individuals.

The questionnaire related to the methods adopted in different countries for the purpose of rehabilitating prostitutes and protecting women and girls who were in danger of taking to prostitution; the measures taken (if any) to discourage women and girls from entering upon or continuing in such a life and to help those who were giving up prostitution after living in licensed or tolerated houses; free treatment of venereal disease and better provision of care and accommodation for mental deficients.

Pending the drafting of final conclusions, a preliminary report was presented to the Committee on the basis of details so far received.

Whilst dealing fairly adequately with the minors, it did not, however, give a great deal of information with regard to the older women.

The Committee therefore emphasised the lack of data on this subject and held that the enquiry should be further pursued, but with a more limited scope.

Suppression of the Activities of Souteneurs.—The Committee resumed its work with a view to the preparation of an international convention for the suppression of the activities of souteneurs.*

In 1931 the Committee prepared a preliminary draft, which was submitted by the Council to the Governments for observations. A large number of these were in principle in favour of the preparation of an international convention providing penalties for such offences. On the basis of these observations, a Legal Sub-Committee made fresh proposals, in collaboration with the International Bureau for the Unification of Penal Law.

The Committee considered that it would be premature at the present time to submit to the Council a fresh draft convention, and held that the question still required study. For this purpose it appointed a Sub-Committee composed of: M. Bourgois (France), M. Maus (Belgium), M. Amador (Spain), Madame Woytowicz-Grabinska (Poland), Count Ugo Conti (Italy), and M. Pella (Rumania).

This Sub-Committee will be assisted by experts of the International Bureau for the Unification of Penal Law, the International Criminal Police Commission and the Social Questions and Legal Sections of the Secretariat. It will make a legislative study of the subject and prepare a preliminary draft convention for discussion at the Committee's next session.

Proposed Conference of the Central Authorities of the Eastern Countries.—The Commission of Enquiry into Traffic in Women and Children in the East mentioned, among other steps which should be taken, the exchange of information by the central authorities throughout the East.

The 1934 Assembly agreed, and expressed the view that the report of the Commission of Enquiry should be considered at a conference of the authorities responsible in Eastern countries for the measures taken to prevent

* The International Bureau for the Unification of Penal Law was represented at the discussion by Professor Sasserath and Judge M. Caloyanni, and the International Criminal Police Commission by M. F. Louwage.

traffic in women and children.* The following Governments were consulted : United Kingdom, China, France, India, Iran, Iraq, Japan, the Netherlands, Portugal, Siam, and United States of America. Seven countries have so far sent in replies. France, the United States, Portugal, the Netherlands and the United Kingdom are favourable to the holding of the conference ; France and Portugal, however, made certain reservations.

During the discussion, the representative of the Chinese Government informed the Committee that his Government was prepared to take part. The representative of Japan, who was present in an advisory capacity, made a statement which implied the possibility of the Japanese Government's being in favour of the Conference. A negative answer was received from Iraq. The Indian delegate, whose Government had also replied in the negative, stated that, in the light of the discussion and in view of the statement made by China and the attitude taken up by Japan, she felt entitled to approach her Government once again on the matter.

The Committee expressed the hope that, if possible, the conference should take place next year, and suggested that the autumn or winter might be the most convenient time. It requested the Council to authorise the Secretary-General to make all the necessary arrangements in consultation with the Governments concerned, especially with regard to the place of meeting, the constitution of the conference, and the subjects to be discussed.

Position of Women of Russian Origin in the Far East.—The question of the plight of women refugees of Russian origin in the Far East was discussed by the Advisory Commission for the Protection and Welfare of Children and Young People in 1933 and 1934. The 1934 Assembly decided that further enquiries should be made and the Secretariat was asked to communicate with official and non-official authorities in the East in order to obtain further information.†

In accordance with these instructions, a number of Governments and authorities, as well as organisations and individuals likely to be interested, were approached by the Secretariat, and the conclusion was reached that the situation had become still more serious since the visit of the Commission of Enquiry to the Far East.

* See Monthly Summary, Vol. XIV., No. 9, page 223.

† See Monthly Summary, Vol. XIV., No. 9, page 223.

After examining the information which the Secretary-General had collected, the Committee recommended that it should be placed at the disposal of the Assembly. The information shows that the question is still serious especially at Harbin, Mukden, Shanghai and Tientsin. Much is being done by voluntary effort to alleviate the situation, but it appears to the Committee that these efforts need to be guided and co-ordinated by the municipalities in consultation with one another. It considered that the most hopeful way of attacking the problem would be to increase considerably the social measures in favour of women of Russian origin in Harbin and other places in Manchuria, so as to prevent their drifting into prostitution.

The Committee strongly recommended that the attention of all authorities of the countries concerned should be drawn to the number of women of Russian origin that are falling into the hands of traffickers and to frustrate these activities. It appealed to the generosity of the municipalities and the general public to provide such funds as are needed to remedy a social problem which has caused general concern.

Annual Reports.—Only about half of the Members of the League had sent in reports to the Secretariat. The Committee pointed out that it was evident that the abstention of so many countries decreased the value of the information of which the chief importance consisted in its universality. The Committee therefore authorised the Secretariat to send out reminder letters to Governments. It also agreed that, owing to the very varied information sent in by countries concerned, the questionnaire on traffic in women and children and on obscene publications would have to be reconsidered at the next session.

Examination of the Reports of the Voluntary Organisations.—The statements of the assessors representing the international organisations on the Committee proved that these organisations had continued their valuable work throughout the year, although their financial difficulties had increased still further.

The Committee expressed its great appreciation of the services performed by the voluntary organisations in all work connected directly and indirectly with the problem of the traffic.

(b) *Work of the Child Welfare Committee.*

At this session the Committee dealt specially with institutions for erring and delinquent minors.

It first discussed the definition of a minor. It appears that the maximum age at which

minors of either sex can be admitted to institutions for re-education and training varies somewhat widely. This maximum is generally that fixed as the limit of the Juvenile Court's jurisdiction. The various legal interpretations of the age of criminal responsibility, in their relation to these questions, are not all of the same practical importance. The Committee therefore considered that an enquiry into the age of criminal responsibility should be carried out with special reference to the effect of the various systems of law on the measures to be applied for the protection and training of neglected and delinquent minors. Accordingly, the Committee asked the Social Section to secure the assistance of the Legal Section in preparing a report on this subject for the next session. The Deputy-Delegate of the United Kingdom was appointed rapporteur.

Prisons.—The Committee has ascertained that most countries allow children, in certain cases, to be sentenced to imprisonment or to be kept in prison under preventive arrest. In its view, confinement of children in prisons should be absolutely forbidden, and in cases of delinquency the treatment applied to them should be prompted by a desire for their education and training and not for their punishment. Even the best organised prison is not a suitable place for applying educative methods to children who are in process of mental and physical development.

The Committee therefore expressed the wish that all countries that have hitherto tolerated the imprisonment of children in any form whatsoever, should aim at abolishing this system, replacing it in the case of delinquent minors by suitable measures of a purely educative character.

Furthermore, the maximum age at which minors are regarded as criminally responsible does not always correspond to the age at which a boy or girl is mentally mature, and in many cases is several years below the age at which a child attains its civil majority. In the majority of cases the serving of a sentence of imprisonment by delinquent minors offers danger to their immature mentality.

Steps should therefore be taken to see that young persons are only sent to prison in absolutely exceptional cases, and that the competent authorities have the power to apply to young persons who have committed an offence, instead of sentences of imprisonment, other measures such as confinement in correctional institutions of a Borstal type.

Institutions.—The Committee recognised that institutional training is one, and one only, of

the methods which are available for the assistance of these young people. The Committee confined itself to this assertion and reserved for later the question of psychological or child guidance clinics, the use of probation and of hostels, and the system of boarding out with foster parents. The Committee recognised the good work which establishments for providing shelter, care and supervision for children who are in moral danger have done. Many of them have developed high standards in training and in re-education. Such institutions can serve the community well, provided they have firmly in mind that they are not an end in themselves and that the value of their work will be judged not by whether the establishment runs smoothly, but on the behaviour and social adjustment of the young people after leaving the shelter of the institution.

The Committee desired also to give the Council information as to Observation Centres, Educational and Correctional Institutions and their internal organisation, the examination of a child's individuality, the staff of institutions, physical education, disciplinary punishment, rewards, religious, scholastic and vocational training, relations with the outside world, length of stay, conditions of liberation, etc.

On the proposal of the Polish representative, the Committee adopted the following resolution :

"The replies received from Governments concerning the welfare of children of unemployed persons contain, *inter alia*, very interesting information on the establishment of special institutions for children of school age, which make it possible for such children to spend their free hours in conditions ensuring the development of their moral and physical culture and their recreation; these institutions come within the framework of open welfare institutions, the extension of which, in place of assistance by closed institutions, represents the general modern tendency in the social and pedagogic sphere.

"As the methods of organisation of these institutions and the pedagogic methods employed therein vary widely between one country and another, it is desirable that the Secretariat should collect documentary material on the matter which might subsequently enable the Child Welfare Committee to arrive at adequate conclusions."

Recreational Aspect of the Cinema for Young People.—The Committee took as the basis of its discussion of this problem the information supplied by various members and assessors, who give details as to the age of admission of children to cinemas, frequency of attendance, the effect of the cinema on a child's mentality, school performances, the types of films which

appeal to children, the provision of special films, etc.

On this last point there was general agreement that there is an increasing tendency for the cinema to cater for the adult, which has led to some extent to the exclusion of young people.

The Committee observed that, though progress has been made in developing the educational side of the cinema for young people, the recreational aspect has been neglected. This was mainly due to financial reasons. There was great need for the production of films and the organisation of performances specially for children. Such performances, though commercially unattractive for the organisers, were in some countries encouraged by local authorities. Co-operation of this kind would, in the Committee's view, afford the most hopeful method of overcoming the difficulties which arise in the organisation of special performances for young people.

In the course of the discussion a number of other points were referred to. Some delegates thought that news reels, which are most valuable in giving young people a picture of contemporary life, were apt to deal too exclusively with certain aspects, especially military and sporting events. Other delegates drew attention to the harm done to the young by the vulgarity, and even indecency, of some of the posters used to advertise films. It was suggested that much valuable help might be given in the schools if the teachers were to discuss the matter with their pupils and encourage them to go to the right type of performance.

The Committee learnt that a good deal of information is being obtained in different countries not only as to films which are specially suitable for children but also as to those which are undesirable, and the suggestion was made that the possibility of instituting some central exchange of this information might be worth consideration.

The Committee was satisfied that the recreational aspect of the cinema is one of international importance from the point of view of the welfare of young people and that it deserves closer examination. It decided to address a questionnaire to the States Members of the League on the subject. The Secretariat would collate and analyse the information so obtained.

The Committee begged the Council to send the material so far collected to the International Educational Cinematographic Institute at Rome for any observations which that Institute might be able to offer.

Report by the Liaison Agent with the International Educational Cinematographic Institute.—The Liaison Agent with the International Educational Cinematographic Institute submitted his annual report on those aspects of the Institute's activities which are of particular interest to the Committee. He recommended members of the Committee to urge their respective Governments to ratify the international Convention on the abolition of customs barriers in respect of films having an educational character. He also proposed that the Committee should endeavour to enumerate the features which a film must possess in order to be regarded as suitable for young people.

Ascertainment of Blind Children.—The Committee received a report from the Sub-Committee set up to deal with this question. The Sub-Committee held that the essential point was that blindness in young children should be discovered before they reached school age. But during that period the degree of blindness of a child was very difficult to determine, and years of precious time were often lost through lack of attention.

Discovery through the census was not, in the Sub-Committee's view, a very reliable method of obtaining this information. Notification might be made compulsory upon parents or guardians, or only upon such officials as come into contact with the child between birth and school age: such as midwives, doctors, school census collectors, ministers of religion, Infant Welfare Centres and health visitors.

Notification would be useless if it were not supplemented by a number of provisions for assisting the parents in the education of the blind child, which in themselves may be of great value, for instance, grants to indigent parents, Nursery Schools, Visiting Experts, Health Visitors (Visiting Nurses), etc.

Effects of the Economic Depression and of Unemployment upon Children and Young People.

—In the light of information received from a number of Governments and private associations, the Committee again discussed this problem and emphasised the very great importance which it attached to efforts made to remedy the disastrous effects of unemployment especially among young people. It referred to the discussion which took place at its last session, and suggested that the International Labour Conference should take into consideration the views expressed by it regarding the problem primarily from the angle of child welfare. The Committee drew the attention of the International Labour Conference specially to the following matters:—

(1) The economic depression has had serious effects not only on the young manual workers but also on young persons belonging to other *milieux*, many of whom have suffered severely from the crisis. The unfortunate position of these young people deserves equal consideration with that of the manual workers.

(2) In connection with the proposal to raise the school age, the needs of the industrial and agricultural worker call for special consideration. It is desirable that the education given during the extended period of education should have special reference to their future occupation.

(3) In the case of the young industrial workers some attempt should be made in the later years of education to prepare for the wise use of leisure, so as to compensate for the physical and mental effect of mechanised work and to develop by practical methods of civic instruction a realisation of their obligations towards the community.

The following attended the meetings of the Committee :—

Government Delegates.

M. E. Gajardo, Chairman (Chile), Dr. Estrid Hein, Vice-Chairman (Denmark), Count Carton de Wiart and M. I. Maus, technical expert (Belgium), Mr. S. W. Harris and Miss J. I. Wall, substitute delegate (United Kingdom), M. Martinez Amador and Dona Mati'de Huici (Spain), Dr. Martha Eliot (United States of America), M. Regnault and M. Bourgois, substitute delegate (France), Begam Shaw Nawaz (India), Count Ugo Conti-Sinibaldi and Princess Giustiniani-Bandini, assistant delegate (Italy), M. Chodzko and Mme. Woytowicz-Grabinska, substitute delegate (Poland), Professor Pella and Princess Cantacuzene (Rumania), M. Celâl Hazim (Turkey), and M. Benavides (Uruguay).

Assessors (Traffic Committee).

Mme. Avril de Sainte-Croix (Women's International Organisations); Mlle. Lavielle (International Union of Catholic Women's Leagues); Mlle. Andrée Kurz (International Federation for the Protection of Girls); Mr. S. Cohen (Jewish Association for the Protection of Girls, Women, and Children); Mr. F. Semplins (International Bureau for the Suppression of Traffic in Women and Children), and Mlle. de Meyer, later replaced by Mlle. Thurler (International Catholic Association for the Protection of Young Girls).

Liaison Officer (Traffic Committee).

Mme. Thibert (International Labour Office).
Specially invited for certain questions.

Lt.-Commissioner Agnes Povlsen (Salvation Army), Judge Caloyanni (International Bureau

for the Unification of Penal Law), Père Robert (International Catholic Missions), and M. Zverner (Nansen International Office for Refugees).

Experts.

Professor Sasserath (International Bureau for the Unification of Penal Law), and M. Louwage (International Criminal Police Commission).

Assessors (Child Welfare Committee).

Mlle. Burniaux (International Federation of Trade Unions, Amsterdam), Judge Caloyanni (International Association for Child Welfare), Mlle. Dalmazzo (International Union of Catholic Women's Leagues), M. Tello (Pan-American Child Welfare Institute), and Mme. J. E. Vajkai (International "Save the Children" Union).

Liaison Officer (Child Welfare Committee).

Mr. G. A. Johnston (International Labour Office).

On May 23rd, the Council gave its approval to the work done by the Committee on the Traffic in Women and Children and by the Child Welfare Committee.

As regards the recreational aspect of the cinematograph and the proposed enquiry from Governments, the Rapporteur, the Chilean Representative, emphasised the necessity for close collaboration between the Child Welfare Committee and the Rome Institute of Educational Cinematography, since the latter was in a position to help greatly in collecting the information necessary for the work of the Committee in all questions relating to the cinematograph. The preliminary consultations would have the advantage of obviating any risk of overlapping.

The Italian Representative, Baron Aloisi, observed that the Institute had already devoted itself to collecting such information. As regards the effect of the cinema on the minds of children, it had received nearly 50,000 replies. Thus no new organisation was required for supplying the Committee with the desired information. All that was necessary was close collaboration between the two institutions.

The Council agreed.

(c) *Composition of the Advisory Commission.*

Representation of Canada.

The Council instructed the Secretary-General on May 24th to invite the Government of Canada, which had previously been represented on the Advisory Committee for the Protection and Welfare of Children and Young People by an assessor only, in future to send a delegate as a member of the Commission.

Representation of Japan.

On May 31st the Japanese Consul General in Geneva informed the Secretary-General of the League that the Japanese Government had accepted the Council's invitation to continue to be represented on the Advisory Commission for the Protection and Welfare of Children and Young People, it being understood that this would not in any way affect Japan's position as a non-Member of the League of Nations.

2. TRAFFIC IN OPIUM.

(a) Work of the Advisory Committee.

On May 20th the Opium Advisory Committee met in Geneva for its twentieth ordinary session.

Dr. Carrière (Switzerland), who had been Vice-Chairman during the previous year, was elected Chairman, and Dr. Chodzko (Poland) Vice-Chairman.

The agenda included consideration of Annual Reports from Governments, the illicit traffic, the situation in the Far East and especially in China as regards drugs and opium consumption, the methods of treating addicts used in Formosa, the application of certain articles of the 1931 Convention, the action taken on the various recommendations of the Final Acts of the 1931 and the Bangkok Conferences, the legal and practical aspects of the application of the international conventions to poppy straw, the application of the system of import certificates and export authorisations, the problem of Indian hemp (cannabis).

As the Committee's session is still in progress at the beginning of June, an account of its work will be given in the next number of the *Monthly Summary*.

The following were present at the session: Dr. Schultz (Austria), Mr. Carnoy (Belgium), Major Coles (United Kingdom), Colonel Sharmman (Canada), Mr. Hoo Chi-Tsai (China), Russell Pasha (Egypt), Mr. Bourgois (France), Mr. Wild (India), Mr. Pilossian (Iran), Mr. Cavazzoni (Italy), Mr. Yokoyama (Japan), Mr. Tello (Mexico), Mr. Delgorge (Netherlands), Dr. Chodzko (Poland), Mr. de Vasconcellos (Portugal), Luang Bhadravadi (Siam), Mr. Casares (Spain), Major von Heidenstam (Sweden), Dr. Carrière (Switzerland), Mr. Ceman Husnu (Turkey), Mr. Fuller (United States of America), Mr. Djordjevitch (Yugoslavia), and the two Assessors Mr. Lyall and Mr. de Myttenaere.

*(b) Summoning of a Conference on the Suppression of the Illicit Drug Traffic.**

The Council decided on May 22nd to summon

* See *Monthly Summary*, Vol. XIV., No. 9, page 223.

in 1936, at a date to be fixed subsequently, a conference to consider a draft Convention for the suppression of the illicit traffic in dangerous drugs.

Meanwhile a Committee, to be composed of experts from Austria, the United Kingdom, Canada, Chile, Czechoslovakia, France, Greece, India, Italy, Japan, Poland, Spain, Sweden and U.S.S.R., will meet on December 9th, 1935, to examine afresh the annotated draft convention that has been submitted to Governments in the light of information which they have furnished. After this a final draft will be prepared for submission to the Conference.

On this occasion the rapporteur, the representative of Portugal, reminded members that the Assembly, the Council and the Opium Committee had on several occasions expressed the view that the conclusion of a convention for the suppression of the illicit drug traffic was a matter of the greatest importance and of the greatest urgency.

Most of the countries consulted have stated that they are in favour of a convention on the lines of that submitted to them.

(c) Reappointment of the Assessors to the Advisory Committee.

In accordance with the wish of the Advisory Committee on the Traffic in Opium and other Dangerous Drugs, the Council, on May 22nd, reappointed Mr. Lyall (United Kingdom) and Dr. de Myttenaere (Belgium) assessors for a period of one year, i.e., till May 31st, 1936.

(d) Representation of Japan on the Advisory Committee.

In accordance with the unanimous wish expressed on May 20th, 1935, by the Advisory Committee on the Traffic in Opium and other Dangerous Drugs, the Council invited the Japanese Government to continue to take part in the Committee's work.

The Japanese Consul General in Geneva informed the Secretary-General in a letter of May 29th that his Government had accepted the Council's invitation and that he had been instructed to represent it on the Committee.

3. REFUGEES.

*(a) Report of the Inter-Governmental Refugee Advisory Commission.**

The Council on May 20th took note of the work of the 7th session of the Inter-Governmental Refugee Advisory Commission and begged the Secretary-General to draw the attention of the so-called emigration countries

* See *Monthly Summary*, 1935, Vol. XV., No. 3, page 72.

to the recommendations of last year's Assembly in regard to the establishment of refugees. The Secretary-General was also begged to obtain information from Governments on :

- (a) The principles at present applied in regard to refusal of entry and expulsion in the case of refugees who, not being in possession of the necessary visas, cannot be allowed to reside in other countries ;
- (b) The action which Governments have already taken or expect to be able to take on the recommendations made by the Assembly of the League at its 13th, 14th and 15th Sessions in connection with the expulsion of refugees, and on the recommendations on the same subject which are set out in the Advisory Commission's report now submitted to the Council.

The Council learnt with satisfaction that the Norwegian Government has decided to issue surcharged postage stamps, the amount of the surcharge to be transferred to the Nansen International Office. The Council expressed the hope that the Norwegian Government's scheme, or other similar schemes, may be considered by Governments, with the assistance of the Nansen International Office, and that practical results may thereby be obtained.

(b) *Position of Refugees from the Saar.**

The Council discussed the question of refugees from the Saar on May 24th.

On April 2nd, the Secretary-General had sent a note to all Members of the Council proposing that they should entrust the work of dealing with the refugees from the Saar to the Nansen International Office.

In this letter the Secretary-General intimated that, should no observations be received from Members of the Council, the proposal would be regarded as accepted.

The United Kingdom Government was the only Member of the Council to reply. The telegram contained an acceptance in principle. Accordingly, the Secretary-General, on the expiry of the time limit indicated, addressed a letter on May 2nd to the Governing Body of the Nansen International Office for Refugees, informing it of the Council's decision.

The Governing Body of that Office decided to respond wholeheartedly, in so far as its means permitted, to the Council's appeal.

Of the different questions in connection with the protection of refugees from the Saar discussed by the Council, on the proposal of its

Rapporteur, the Mexican representative, some were administrative and financial; the others related to the system of passports for certain categories of refugees.

1. *Financial Questions.*—The Governing Body of the Nansen International Office made certain demands with a view to fulfilling the new task. It asked the Council for an increase of 20,000 Swiss francs in the League's annual contribution to the Office, and further for an advance by the League of 200,000 Swiss francs in order to meet the cost of the assistance, conveyance and settlement of the refugees. It also mentioned the desirability of providing new funds through the introduction by Governments of surcharged postage stamps, the proceeds of which would be paid to the Office.

The Council decided to refer the request for the increase of the League's annual contribution to the Nansen office to the Supervisory Commission at its next session. The request for an advance of 200,000 Swiss francs did not appear to admit of acceptance; for it would constitute a precedent. No advance of this kind had hitherto been granted by the League for the benefit of other categories of refugees, though similar suggestions had often been put forward.

On the other hand, the Council considered that a wider use of special stamps for the benefit of the refugee work might be possible, and it requested the Secretary-General to draw the attention of Governments to the matter.

2. *Extension of the Nansen Passport System to Refugees from the Saar.*—The Council's attention was drawn to various concrete cases of refugees from the Saar who, being in possession of passports issued by the former Governing Commission of the Saar Territory, were unable to use them to cross the frontiers and were at the same time unable to obtain other documents.

To remedy this situation, the Council recommended States Members of the League who had introduced the Nansen passport system for refugees, to extend the benefit of this system to refugees from the Saar, *i.e.*, to all persons who, having previously had the status of inhabitants of the Saar, had left the Territory on the occasion of the plebiscite, and were not in possession of national passports.

The Italian Representative said that the opinion of the Council Committee of Three for Saar questions had been asked and the Committee had stated that it was entirely in agreement with the proposals. The Italian Government considered that the plan for the gradual reduction of the activities of the Nansen Office

* See Monthly Summary, 1935, Vol. XV., No. 4, page 87.

should not undergo any modification as the result of the further work entrusted to it. A decision had already been taken by the Assembly and that decision ought not now to be called into question.

The French Representative said that the extension of the system of Nansen passports to refugees would facilitate the settlement of those who, having no national passport to show, were unable to travel even to those countries that might be prepared to receive them. The Council's recommendation, however, would have practical value only if it were approved by all, or at any rate by most of the countries concerned. He hoped that Member and non-Member States would show the same liberal spirit.

As regards the cost of establishment, the French Representative agreed to the proposal that the system of issuing a special stamp on behalf of the refugees should be generalised. But he considered that, when this was done, the Council would have to consider how far the resources procured by this means were adequate for the purpose. If they were insufficient, the French Government reserved the right to ask the Council to consider further suggestions. He ended by saying that the French Government was convinced that the problem of the Saar refugees was temporary in character and was capable of solution at an early date, provided Governments interested themselves in it and acted in a spirit of international collaboration, as the Council had recommended.

4. SLAVERY.

Work of the Advisory Committee of Experts.

The work of the Advisory Committee of Experts on Slavery was considered by the Council on May 22nd.

Mr. Anthony Eden, representative of the United Kingdom and Rapporteur, drew attention to the conclusions reached by the Committee at its second session, held at Geneva in April.

With the help of the information supplied by Governments and by different members of the Committee, the position was reviewed from all its aspects. The Committee dealt with the status and legal status of slaves, with slave trading and similar acts, with slave dealing, including transfer by exchange, sale, gift, inheritance or occasional sale of persons previously free, with practices restrictive on the liberty of the person and with domestic or predial servitude.

The Committee expressed the hope that the Slavery Convention of September 25th, 1926,

might be ratified at an early date by those States which, having signed it or acceded to it subject to ratification, had not yet ratified; and likewise that such of the Members of the League and of the non-Member States as were invited at the time to accede and are not yet parties to the Convention would consider the possibility of acceding thereto. The Committee also observed that some countries not Members of the League were not invited at the time to accede to the Convention, and felt called upon to draw the Council's attention to the fact that it might be desirable to communicate the text of the Convention to these countries. It further trusted that Governments would continue to supply full and accurate information on the basis of Article 7 of the Convention and of the various resolutions of the Assembly, and drew the Council's attention to the necessity of obtaining further light on certain points arising in the documents supplied by them. It also suggested that the Council should bring to the notice of the Governments concerned the resolutions and recommendations, both general and specific, formulated in the report.

The Rapporteur pointed out that the Committee's report was intended to furnish Governments engaged in the task of eradicating slavery with material which would enable them to co-ordinate their efforts and to take action on practical lines. He mentioned particularly the memorandum on the Mui Tsai system and trusted that the municipal councils of the international settlements of Shanghai and Kulangsu would give full attention to this memorandum. He specially referred to the requests put forward by the Committee for additional information from Governments. Without asking the Council to come to any final decision, he suggested that an extraordinary session of the Committee might usefully be convened in 1936. He added that the United Kingdom attached the greatest importance to the Committee's work and was convinced that other Governments also would do all they could to facilitate it.

The Italian representative mentioned several passages in the report confirming the existence of slavery as a legally recognised institution in certain countries, and also that of slave raiding and slave dealing.

The Council noted the report of the Slavery Committee and decided to communicate it to Members of the League and to those non-Members who were parties to the Convention, and to emphasise the Committee's recommendations. It requested the Secretary-General to

communicate the text of the Convention to the Governments of Nepal and Yemen with a view to their accession, and likewise to propose to the Assembly the vote of the necessary funds for an extraordinary session of the Advisory

Committee to be held in 1936. In the Council's view the permanence of slavery was an offence against humanity and civilisation. Stress was laid on the interest taken by Sa'udi Arabia in the suppression of the slave trade.

VI.—ADMINISTRATIVE QUESTIONS.

I. FREE CITY OF DANZIG.

Mr. Lester, High Commissioner, and Mr. Greiser, President of the Senate of the Free City of Danzig, were present when the Council dealt, on May 24th, with the duties entrusted to the League and the competence of the High Commissioner, and, on May 25th, with certain petitions concerning the application of the Free City's constitution.

(a) *Functions of the League and of the High Commissioner.*

The High Commissioner in a letter addressed to the Secretary-General on May 7th, 1935, communicated to the Council the text of a speech published in the "Danziger Vorposten" (the organ of the National Socialist party at Danzig) which the President of the Senate of the Free City, Herr Greiser, had made at an electoral meeting on March 24th, and also an exchange of memoranda on the subject between the High Commissioner and the Senate.

In this speech the President of the Senate declared that the opposition was disturbing his work of the Government by sending continual complaints to the League. Moreover, according to the President of the Senate, the High Commissioner had not always taken the same view of his task as the population of the Free City, who considered that he had only to act as arbitrator in the relations between Danzig and Poland. The High Commissioner was alleged to have received the "Germans of Danzig" less often than the representatives of the opposition parties who, in accordance with the principles of democracy, should have bowed to the will of the majority. In this way, according to the President of the Senate, the people of the Free City considered that the relations between the international organ of the League and the representatives of the opposition were constantly improving.

In the opinion of the High Commissioner, these declarations contained fundamental inexactitudes as to the nature and extent of the functions attributed to the League of Nations by the treaties in force. When asked by Mr. Lester, the Senate had stated that the published text corresponded in the main with the words pronounced by the President. Mr. Lester con-

sidered that the Council had the right to interpret the way in which its own resolutions and decisions should be applied.

In his report, Mr. Eden, United Kingdom representative, said that on many occasions the Council had pronounced very clearly on the functions of the League and the competence of the High Commissioner at Danzig. He would recall only the decision of the Council of May 22nd, 1931, which defined in particular the competence of the High Commissioner and the letter approved by the Council on June 10th, 1925, concerning the Danzig population's right of petition.

The Council could not possibly accept the interpretation put forward by the Senate in its observations on the High Commissioner's *aide mémoire*, whereby the Senate sought to limit the scope of the League's guarantee of the constitution. Nor could the Council agree that citizens of Danzig who exercised their right to approach the League of Nations should be accused of disloyalty towards the Free City.

Up to the present, an abuse of the right of petition did not, in the Rapporteur's view, seem to have occurred. The Council would, therefore, be quite content, as it had been in the past, to leave it to the discretion of the High Commissioner to prevent any possible abuse of the right of petition.

He added that the interpretation which the President of the Senate had given to the report adopted by the Council at its session of January* last was erroneous. The Council, in agreeing at that time to postpone the examination of the petition which had been submitted to it, did not desire thereby to blame the petitioners for having addressed the League of Nations. The Council's agreement was due to the assurances which it received from the President of the Senate that he proposed to negotiate with the petitioners, a proposal which, if it led to a settlement of the dispute, seemed preferable.

In conclusion, he begged his colleagues to refuse to accept the criticism formulated of the manner in which the High Commissioner had carried out his duties.

* See Monthly Summary, Vol. XV., No. 1, page 6

In presenting the report to the Council, Mr. Eden regretted that the President of the Senate of the Free City of Danzig should have chosen the medium of a political speech to give expression to erroneous observations on the functions of the League of Nations and its High Commissioner. He was sure that he but echoed the sentiments of his colleagues when he proffered his sincere thanks to Mr. Lester and assured him of the Council's complete confidence.

M. Greiser, President of the Senate, associated himself with the objective and impartial opinion of the Rapporteur. While emphasising that it was the duty of the Danzig Government to recognise that the situation of the High Commissioner of the League of Nations was based upon the Treaties in force and the Council resolutions, he drew attention to the fact that the opinion and sentiment of the great mass of the Danzig population, which is unable to grasp the legal and international scope of Treaties and resolutions, must be able to express itself. The Government must sometimes be able to discharge its duty of expressing popular opinion. This expression in no way prejudiced the legal position of the High Commissioner.

M. Komarnicki (Poland) and M. Massigli (France) associated themselves with the conclusions of the Rapporteur, saying that no doubt could exist as to the powers of the High Commissioner. They also expressed their confidence in Mr. Lester, who had acted with conscientiousness, tact and energy in a difficult position.

Mr. Lester, High Commissioner of the League at Danzig, thanked the Council for having renewed its expression of confidence in him.

The President of the Danzig Senate explained that the question of the powers of the High Commissioner had never been doubted since the Senate assumed authority. The Senate considered this matter in the light of reason, but it must be acknowledged that popular feeling was swayed, perhaps, rather by passion than by reason. He regretted that any prejudicial interpretation should have been placed upon the words that were spoken, and assured the Council that there was no difference of opinion between himself and the High Commissioner as regards the latter's powers.

The Council then adopted the Rapporteur's conclusions.

(b) *Petitions.*

The High Commissioner had communicated to the Council a series of petitions emanating from different sections of the population of

Danzig and raising questions which, according to the petitioners, involved infractions of the Constitution of the Free City. In communicating these petitions, the High Commissioner referred to the letter approved by the Council on June 10th, 1925,* which dealt with the risk of violation of the Constitution of the Free City.

The petitions in question were from :

1. The Catholic Priests of the Diocese of Danzig concerning scholastic associations ;

2. The Centre Party of the Free City protesting against a series of legislative and administrative measures and against incidents which occurred during the elections of November, 1934, and April, 1935 ;

3. The " Verein Jüdischer Akademiker " and the " Vereinigung selbständiger Jüdischer Danziger Gewerbetreibender," dealing with the situation of the Jewish population in Danzig ;

4. The Editors of the " Dantziger Volksstimme " as to the application of the Press Law at Danzig.

On each of these the Senate had presented observations.

Mr. Eden (United Kingdom) proposed that the Council should appoint a Committee of Jurists to examine these petitions as well as the observations of the Danzig Senate and to report to the Council whether this examination revealed the existence of violations of the Constitution either in the form of legislation, decrees or regulations or in the form of administrative acts or omissions. He added that he had been encouraged to suggest this course by the satisfactory assurances he had received from the President of the Danzig Senate.

M. Greiser, President of the Senate, declared that should the Council, basing itself on the opinion of the Committee of Jurists, reach the conclusion that the constitution had been infringed, the Senate of the Free City would modify its opinion, basing itself upon the Council's interpretation, and would take the appropriate measures.

The Council agreed with the Rapporteur's proposal.

2. MANDATES.

(a) *Report on the Twenty-fifth Session of the Commission.*

The Council on May 22nd examined the report of the Mandates Commission on its twenty-fifth session.† It will be remembered that at that session the Commission had examined the annual reports for Palestine and

* Official Journal, 1925, page 950.

† See Monthly Summary, Vol. XV., No. 1, page 5 ; and Vol. XIV., No. 8, page 189 et seq.

Transjordan, Syria and Lebanon, Tanganyika, New Guinea and Nauru. It had specially considered the question of the Western frontier between Syria and Palestine, on which subject the Council had asked for its opinion. It also dealt with the proposed closer administrative union of Tanganyika with the neighbouring territories of Kenya and Uganda and with a certain number of petitions relating to Palestine, Syria, Lebanon and Togo under French mandate.

On the proposal of the Rapporteur, the representative of Czechoslovakia, the Council took note of the annual reports of the mandatory Powers and instructed the Secretary-General to inform Governments, and also the petitioners, of the Commission's remarks.

On the subject of the Western sector of the frontier between Syria and Palestine, the Council, in accordance with the joint request of the British and French Governments dated February 15th, 1934, and considering that the Mandates Commission had declared that the line laid down in the Franco-British agreement of March 7th, 1923, gave rise to no special observations on its part, approved the agreement.

In the case of Tanganyika, the Italian representative, Baron Aloisi, referred to the fears of the Commission as regards the proposed closer union of that territory with the British colony of Kenya and the protectorate of Uganda. He added that the Italian Government shared the Commission's apprehensions, especially in reference to the Conference of Governors and to the amalgamation of postal services.

The Italian representative also observed that the Commission had avoided making any comments on the proposed Franco-Syrian treaty, but that this attitude could not prevent the Council from stating its views on the subject later, nor prejudice the opinion of the Commission.

The representative of the United Kingdom, Mr. Anthony Eden, said that no change had been made in the status of the Conference of Governors, which remained a purely advisory body. As to the decision to issue a common postage stamp for the three territories of Tanganyika, Uganda and Kenya, this was inspired solely by considerations of general economy. He declared that any fear of menace to the integrity of the mandate was, in the United Kingdom Government's view, entirely without foundation.

(b) *Frontier between Ruanda-Urundi and Tanganyika.*

The Governments of Belgium and the United Kingdom in letters dated respectively February

28th and March 26th, 1935, jointly begged the Council to give its approval to the terms of a treaty signed by them on November 22nd, 1934, concerning the delimitation of the frontier between Ruanda-Urundi and Tanganyika territory.

This frontier had originally been given in Article 1 of the respective mandates, of which the texts were modified by a Council decision of August 31st, 1923. The line was further defined in a protocol signed at Kigoma on August 5th, 1924, and confirmed in an exchange of notes between the two Governments on May 17th, 1926.

The Treaty of November 22nd, 1934, submitted to the Council for approval, makes certain changes of detail considered desirable in view of local geographical conditions. Article 5 of the Treaty lays down that the Treaty will be ratified by each of the contracting parties after the Council of the League has given its assent thereto.

According to the texts of the mandates, Article 12, any change in their provisions must be approved by the Council.

The Council, in response to the joint request of the Belgian and United Kingdom Governments, on the proposal of its Rapporteur, the representative of Czechoslovakia, expressed willingness to examine, with a view to approval, the Treaty of November 22nd, 1934. It therefore invited the Mandates Commission to give its opinion on the frontier line fixed by that Treaty from the point of view of the execution of the mandates.

(c) *Composition of the Commission.*

The Council, at its meeting on May 22nd, appointed M. F. Manceron member of the Permanent Mandates Commission in place of M. Martial Merlin, who died on May 8th.

The Council took the opportunity of paying a tribute to the memory of M. Merlin, who for nearly ten years placed his vast Colonial experience at the service of the Mandates Commission.

* * *

M. Manceron was born in 1872, and was successively sub-Prefect and Secretary-General of the Department of Pas-de-Calais. From 1912 to 1919 he was in Tunis, first as Controller of Expenditure and later as Deputy Secretary-General to the Government. After having been Prefect of the Department of Moselle, he was appointed on January 2nd, 1929, Minister Plenipotentiary and Resident General in Tunis. He left the Regency four and a half years later to become Minister of France in Denmark.

M. Manceron retired on June 30th, 1934.

3. SAAR TERRITORY.

Expression of Thanks to Members of the Governing Commission.

On May 25th, the Council instructed the Secretary-General to send a letter to each of

the members of the Saar Governing Commission, which, for fifteen years, had performed one of the League's most delicate missions, expressing the Council's grateful appreciation of the devotion and skill displayed by them in their work.

VII.—PROTECTION OF MINORITIES.

Protection of Minorities in Albania.

The Council on May 23rd again dealt with the question of minority schools in Albania.

On January 18th it had decided to ask the Permanent Court of International Justice for an advisory opinion on the question whether the abolition of private schools provided for in the new Albanian Constitution was in conformity with the letter and spirit of paragraph 1 of Article 5 of the Albanian Declaration of October 2nd, 1921, concerning the rights of minorities.*

On April 6th, 1935, the Court, by eight votes to three, gave a negative opinion.†

In his report to the Council, M. de Madariaga (Spain) said that the Albanian delegate had made the following statement to him :

"The Albanian Government which, in its legislation concerning public education, had adopted the principle of State regulated education based on the interpretation given by it to Article 5 of the Albanian Declaration of October 2nd, 1921, has decided to adopt provisions corresponding to the present situation.

"On the other hand, as the adoption of the said provisions requires a certain time, the Albanian Government considers that the question of the minority schools in Albania should be adjourned to the September session of the Council."

The Rapporteur regretted the vague terms in which this declaration was couched, which made it impossible to form an idea of the practical scope of the provisions therein announced. He suggested that the Council should adjourn the eventual framing of the recommendations referred to in Article 5, paragraph 2, of the Albanian Declaration until its next ordinary session, so as to give the Albanian Government the necessary time to

submit to the Council information as to the real practical bearing of the provisions proposed. Only then would the Council be in a position to decide with a full knowledge of the facts what should be the tenor of the recommendations it will have to make to the Albanian Government or, possibly, whether the provisions announced by that Government would be such as to make those recommendations unnecessary.

He emphasised that the measures contemplated by the Albanian Government, as also any measures that it might ultimately have to take as a result of the Council's recommendations, would be put into effect in the school year starting in October next.

M. Frasheri, Representative of Albania, speaking before the Council, recognised that his Government's declaration was brief; but it corresponded to the circumstances. His Government was bound to seek the vote of its Legislative Assembly and perhaps of its Constituent Assembly with a view to changing laws concerning national education. In such circumstances, any premature declaration might do more harm than good and might, indeed, prejudice the best intentions of the Government to satisfy the claims of the minority placed under its sovereignty.

The Rapporteur was glad to hear the additional information supplied by the Albanian delegate and was confident that the Albanian Government would settle the matter in the light of the decision reached by the Hague Court and in the best interests of the minorities.

The Council adopted the Rapporteur's conclusions and adjourned consideration of the question until its next session.

VIII.—INTELLECTUAL CO-OPERATION.

1. MEETING OF THE EXECUTIVE COMMITTEE OF THE INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

The Executive Committee of the Inter-

national Institute of Educational Cinematography held an extraordinary session in Rome on May 13th and 14th, to consider the suggestions of the Committee on Television.*

After a discussion the Executive Committee decided to set up a Permanent Advisory Com-

* See Monthly Summary, Vol. XV., No. 1, page 17.

† See Monthly Summary, Vol. XV., No. 3, page 102.

* See Monthly Summary, Vol. XV., No. 4, page 97.

mittee on Television Questions to follow the progress of television and help forward its development, having special regard to its place in education and in international life. The Advisory Committee will consist of the President of the International Institute of Educational Cinematography, the President of the International Broadcasting Union, the Director of the above Institute, the Secretary of the International Intellectual Co-operation Organisation, the Director of the International Institute of Intellectual Co-operation and of technical experts appointed respectively by the Cinematographic Institute and the Broadcasting Union. The Secretariat of the League and the I.L.O. will also be able to send representatives.

The Executive Committee further decided to establish a centre of investigation for television questions within the International Cinematographic Institute.

This centre will serve as Executive Body for the Advisory Committee and will begin its work on July 1st next. It will collect information on the technical, experimental and operative sides of television, especially in the relations of the latter with the cinema and broadcasting. It will also establish and develop a connection between groups of individuals or organisations dealing with any aspect of television, and its application, and groups in-

terested in the cinema and broadcasting. The centre will have at its disposal a demonstration and experimental laboratory devoted to an investigation of the practical uses and popularisation of television.

2. COMPOSITION OF THE INTELLECTUAL CO-OPERATION COMMITTEE.

On the proposal of M. Laval, Rapporteur, the Council, on May 22nd, appointed two new members of the Intellectual Co-operation Committee, to fill vacant seats. It selected M. Bialobrzewski, Professor of Physics at Warsaw University, and M. Obolenski, member of the Academy of Science of the Union of Soviet Socialist Republics.

The Council reappointed to the Committee, M. Titulesco, Professor at Bucharest, and Mr. Wu Shi-Fee, Member of the Faculty of Peiyang University, Tientsin, and of Nanyang College, Shanghai.

In order that the Committee might include a distinguished woman, as had not been the case since the death of Mme. Curie, the Council decided provisionally to increase the number of members and appointed to the new seat—which will be abolished at the elections to the Committee in 1937—Mme. Cécile de Tormay, the Hungarian novelist, historian and critic.

The period of office of all these members is five years and will expire in 1940.

IX.—INTERNAL ORGANISATION QUESTIONS.

MEETING OF THE SUPERVISORY COMMISSION.

The Supervisory Commission met at Geneva from May 8th to 12th under the chairmanship of Lord Meston of Agra.

The Commission approved the audited accounts for 1934 as submitted, together with the Auditor's report.

It adopted the draft budget for 1936, which will be submitted to the forthcoming Assembly. The draft budget provides for a reduction of over one and a half million Swiss francs on the budget for 1935, which amounts to 30,639,664 Swiss francs for all League organisations, including the Secretariat, the International

Labour Organisation, the Permanent Court of International Justice, etc.

Notwithstanding the withdrawal of Japan and the notice of withdrawal of Germany, the contributions for 1936 should be less than for 1935, it being proposed that part of the 1934 surplus should be applied in reduction of the 1936 contributions.

The following members of the Supervisory Commission attended the meeting: M. S. Osusky (Czechoslovakia), Lord Meston of Agra (India), M. J. Reveillaud (France), M. C. J. Hambro (Norway) and M. Parra-Perez (Venezuela).

X.—LEGAL AND CONSTITUTIONAL QUESTIONS

1. SUMMONING OF THE SIXTEENTH ORDINARY ASSEMBLY.

In accordance with Articles 1 and 3 of its Rules of Procedure, the Assembly of the League has been summoned to meet in ordinary session on September 9th, 1935. This will be the sixteenth ordinary session.

2. INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

The Treaties and International Engagements registered by the Secretariat of the League during May include:

A Treaty of Friendship between Egypt and

Switzerland (Cairo, June 7th, 1934), presented by Switzerland ;

A Clearing Agreement between Estonia and Turkey (Ankara, March 13th, 1935), presented by Estonia ;

A Clearing Agreement between Estonia and Latvia (Tallinn, April 10th, 1935), presented by Estonia ;

An Exchange of Notes between Chile and Finland, constituting a provisional commercial agreement (Santiago, March 1st, 1935), presented by Finland ;

A Commercial Agreement between Bulgaria and Finland (Budapest, March 22nd, 1935), presented by Finland ;

An Exchange of Notes between New Zealand and Sweden, regarding commercial relations between the two countries (London, May 24th, 1935), presented by Sweden ;

An Agreement between Great Britain and Northern Ireland and Finland, regarding the mutual recognition of the Load Line Certificates, issued to ships to which the International Load Line Convention of 1930 does not apply (Helsinki, May 3rd, 1935), submitted by Finland ;

A Protocol regarding Customs Tariffs between Estonia and Poland (Warsaw, March 27th, 1935), presented by Estonia ;

A Convention between the Netherlands and Sweden for the avoidance of double taxation (Stockholm, March 21st, 1935), presented by Sweden ;

A Protocol regarding the application of the Treaty of Commerce and Navigation of June 22nd, 1926, between Albania and Yugoslavia (Belgrade, May 8th, 1934), presented by Yugoslavia.

XI.—MISCELLANEOUS QUESTIONS.

1. APPEAL BY WOMEN'S INTERNATIONAL ORGANISATIONS IN FAVOUR OF DISARMAMENT.

On May 25th, the Council was informed of an appeal addressed to the President by the Disarmament Committee of the International Organisations of Women, requesting the League to make an effort to induce States to conclude a Disarmament Convention.

The President thought it right to draw attention to the desire of these Organisations, which represented a large section of public opinion in a number of countries, and expressed the hope that the Governments, in taking note of the present international situation, would bear in mind the Organisations' wishes.

2. GIFT OF THE CHINESE GOVERNMENT.

The Chinese National Government has presented to the Library of the League of Nations a complete copy of the "Imperial Collection in Four Divisions." This collection was made between 1773 and 1782 under the reign of the Emperor Ch'ien Lung and is a reproduction of all important works (classics, history, philosophy and literature) that had then been published in the Chinese language.

3. AWARD OF THE WATLER PEACE PRIZE.

The Council decided on May 20th to accept the Watler Peace Prize, awarded for 1935 to the League of Nations,* and instructed the Secretary-General to convey its thanks to the Carnegie Foundation.

XII.—NEW LEAGUE PUBLICATIONS.

1. ENQUIRY INTO CLEARING AGREEMENTS.

A pamphlet entitled "Enquiry into Clearing Agreements" has been published by the Secretariat, giving the results of the work of the Mixed Committee set up to investigate this subject by the Financial Committee.

It brings out the growing interdependence between commercial exchanges and financial and monetary problems in international relations.

The Financial Committee in its report to the Council stresses this point and recalls the fact that the foreign exchange control, described in the replies of the Governments as the immediate cause of the adoption of clearing agree-

ments, is only one form of defence against the effects of the general depression on countries whose economic and financial structure is specially vulnerable. The heavy fall in prices and the paralysis of international credit could not fail, in the absence of the regulating influence of the movement of capital, to give rise to a grave disturbance of the currents of international trade. The reaction of this disturbance on the monetary systems had the effect of hindering the natural and automatic international clearing process. It tended, on the one hand, to create abnormal channels of

* See Monthly Summary, Vol. XV., No. 4, page 99.

trade and, on the other, to lead to default in payments or to conditions in which artificial methods of payment had to be sought.

The Financial Committee emphasised the final conclusion of its special Sub-Committee, which is of a general nature and may be summarised as follows :

"While clearing agreements and other agreements for the settlement of international payments by compulsory compensation are in most cases the outcome, as we have seen, of the introduction of restrictions on foreign exchange dealings in various countries, this action is itself the outcome of certain fundamental causes. The countries which adopt such restrictions and maintain them persistently, notwithstanding the growing difficulties that they cause to their economic life and to international trade, would no doubt be more willing to abandon them if they were not dominated by a feeling of insecurity, due in the main to the three following causes :

"The risk of seeing certain foreign markets for their products suddenly closed by measures of prohibition ;

"The instability of the international market in goods and capital, due to the instability of the rates of exchange between the principal currencies ;

"Uncertainty as to the real and final weight of their indebtedness, despite the substantial alleviations which have already been generally brought about.

"Hence, without prejudice to the suggestions made above—which should be put into force to the greatest possible extent—the Committee would regard the restoration of an international monetary standard, with the conditions of commercial freedom essential to its normal operation, as the most effective safeguard against disturbing action being taken as regards either dealings in foreign exchange or international agreements for the settlement of payments."

2. CONSIDERATIONS ON THE PRESENT EVOLUTION OF AGRICULTURAL PROTECTIONISM.

The Economic Committee of the League of Nations has just published a pamphlet of about 50 pages entitled "Considerations on the Present Evolution of Agricultural Protectionism."

The main part of this pamphlet is formed by the report prepared by the Economic Committee in accordance with a resolution of the 1934 Assembly, which asked that an investigation should be made into the consequences in industrial countries of agricultural protec-

tionism and those of industrial protectionism in agricultural countries.

After this come two notes, one by Sir Frederick Leith-Ross, United Kingdom member of the Committee, on the development of agricultural protectionism in Europe during the post-war period, and the other by the Secretariat on the general evolution of agriculture at the end of the nineteenth century and before the world war.

In its report, the Economic Committee gives a summary analysis of the causes of the disturbance of agricultural markets and of the collapse in prices that occurred after 1930. Exporting countries were the chief victims. Farmers in importing countries with a shortage of crops appealed to their Governments and to national solidarity, claiming all kinds of measures of protection ; increased duties, rationing of imports, the progressive reduction of the proportion of foreign products admitted in the various preparations, bounties on production, export bounties, "schemes," monopolies and various other forms of planned economy.

The Economic Committee points out that the policy of intensive protectionism thus practised is understandable and would be more difficult to criticise had it achieved its object ; but facts have proved that it tends to prolong the depression and has nothing in common with a moderate protectionism which would be quite compatible with the normal working of international trade.

The Committee considers that, kept within reasonable limits, as practised before the war, agricultural protectionism represents only one form of voluntary redistribution of national wealth, to which it is hardly fair to apply the abstract standards of pure economic criticism.

It would show little sense of reality to endeavour to apply free trade principles to agricultural problems and to plead in favour of the abolition of any form of protection. The only practical aim which we can set before us is to determine what are the limits of this form of mutual social aid, in order to prevent it from becoming harmful to the normal development of international economic relations.

The Committee further makes observations on the disparity at any given moment between agricultural and industrial prices. As regards the interests of national defence (desire of certain countries to supply their own agricultural commodities in time of war) the Committee points out the unsoundness from the practical point of view of an argument of

this nature, although the reasons of sentiment underlying it may be praiseworthy. Experience has shown that in time of war the army removes so many agricultural labourers that belligerents are inevitably bound to have recourse to imports from abroad, and that at a moment when prices are very high and conditions of transport particularly difficult.

The Committee endeavours to show how desirable it is that the farmer who himself enjoys protection should understand that agricultural protection, even more than industrial protection, can only be truly effective provided it is moderate. The report explains that the purpose of protection is to keep home prices at a minimum level regarded as remunerative, whereas over-protection inevitably leads to over-production, which itself causes prices to fall. With the advent of the economic depression in 1929, most countries, threatened by the complete breakdown of international economic equilibrium, sought a remedy in methods of protection which were useful only when they did not exceed certain limits. The report mentions certain harmful consequences which resulted whenever protection went beyond such limits.

In its conclusions, the Committee makes the following statement:

"An analysis of the situation permits of the conclusion that the maintenance of a normal current of agricultural imports on the part of the industrial countries is in keeping with the true interests of the nation as a whole and of the agricultural producers in particular. Such a conclusion is obviously incompatible with the existence of unduly restrictive quotas, but it does not in any sense exclude the maintenance of reasonable protectionist duties.

"There are certain signs moreover which point to an improvement in world prices, and this will not fail to facilitate a gradual return to the moderate form of protection which was the rule in the past and which achieved its purpose without involving, for the national systems of economy or for international relations, the dangers briefly described above."

* * *

The opinion by Sir Frederick Leith-Ross on "agrarian protection in Europe in the post-war period," which forms Annex I. to the report, deals with the periods prior to and since 1929. It brings out the consequences in certain countries of various measures of protection and analyses certain effects of such a policy on prices and the consumption of agricultural produce, on European and world production, on European imports of foodstuffs

and on the position of extra-European agricultural countries. It gives an abundance of statistics.

Annex II. is the Secretariat's note on "the General evolution of agriculture at the end of the nineteenth century and before the world war in relation to the growth of agricultural protection." It examines successively the effects of the agricultural competition of the overseas countries which began to be felt in Europe about 1870, especially as regards wheat, and contains a statement on the agricultural depression in Europe between 1875 and 1895 and its effects. It then considers the development of agricultural protectionism in Germany, France and other European countries, and in the United States and the British Dominions, the commercial policy of the United Kingdom, the special situation as regards wool, cattle breeding and the dairy industry, the evolution of agriculture, viticulture, sugar, and industrial crops during the above-mentioned depression, and lastly events that occurred subsequently, in particular the development of agriculture in overseas countries which made a further advance towards the end of the nineteenth century and continued up to the war.

3. MONTHLY BULLETIN OF STATISTICS.

The May number of the Monthly Bulletin of Statistics of the League of Nations gives, in addition to the recurrent tables, information concerning the world production of gold and silver during the period 1925-1934 and the movement of agricultural and industrial prices.

The *world production of gold* in 1934, including unofficial estimates for the U.S.S.R. and China, amounted to about 560-570 million old gold dollars. Visible gold reserves in this year increased by about 940 million dollars which shows that there was a large measure of dishoarding. Gold production in the five years ending 1929 is estimated to have averaged about 400 million dollars.

South African production fell again in 1934. It was 360 thousand kg. in 1932, 343 in 1933 and 326 in 1934. Indian production also fell slightly. That of Canada (92 thousand kg. in 1934) recovered slightly, after a drop in 1933. More striking was the increase in the United States from 72 thousand kg. in 1933 to 85 in 1934. Chile, Brazil and Colombia together produced 25 thousand kg. in 1934 as compared with 9 in 1929. The output of Japan and Korea rose from 16 to 27 thousand during the same period, that of Oceania (mainly Australia) from 18 to 38, and that of Europe, apart from

the U.S.S.R., from 6 to about 19 thousand. The last mentioned country became the second largest gold producer of the world in 1934.

World production of silver increased slowly from 7.9 million kg. in 1926 to 8.2 million in 1929; it dropped heavily to less than 5.2 million kg. in 1932 and recovered again to about 5.7 million in 1934. This movement reflects in the main the changes in the silver output of Mexico, the U.S.A., Canada and Peru.

The tendency of *agricultural prices* to fall more rapidly than industrial, which has been one of the chief characteristics of relative price movements in the course of the depression, has been more or less clearly reversed in a number of countries in recent years.

The disparity between agricultural and industrial prices has narrowed, since the beginning of 1933, in the U.S.A., Canada, Germany and the Netherlands Indies; since the middle or the end of that year, in Italy, Hungary and Yugoslavia; since the beginning of 1934, in Czechoslovakia, Norway, and the United Kingdom and, since the middle of that year, also in Finland.

In France, perhaps the only country where agricultural prices have been maintained throughout the depression at a relatively higher level than industrial, the disparity in favour of the farmer has been diminishing since

the end of 1933, as a result of a sharper drop in agricultural than in industrial prices.

During the first quarter of 1935, as compared with the same quarter of 1934, *world production of coal and lignite* increased by 3%, that of pig iron by 22%, steel by 18%, and zinc by 14%. A comparison with the corresponding increases in the first quarter of 1934 over the same period of 1933 (coal 17%, lignite 8%, pig iron 51%, steel 54%, zinc 38%) suggests that the rate of recovery in industrial raw material production has slowed down in recent months. But the improvement continues.

The *gold value of world trade* during the first quarter of 1935 was 3% lower (imports 2%, exports 4.5%) than in the corresponding period of 1934; although imports rose by 16% in Oceania, 15% in North America, 13% in Latin America, and 9% in Asia, they dropped 1% in Africa and 8% in Europe. Exports fell 22% in Oceania, 15% in Africa, 4% in Europe, and 2% in North and Latin America, and increased less than 1% in Asia.

In March, 1935, the gold value of world trade showed a slight seasonal increase and reached 33.6% of the 1929 level; compared with March, 1934, however, world imports were 5% and world exports 7% lower in gold value.

XIII.—FORTHCOMING LEAGUE MEETINGS.

June 17th.—Permanent Committee on Road Traffic, Geneva.

June 18th.—Course in Malariology, Rome.

June 25th.—Permanent Central Opium Board, Geneva.

June 25th.—Committee of Experts for the Study of Questions concerning the import and export of meat and meat preparations, Geneva.

June 28th.—Supervisory Commission, Geneva.

July 1st.—Committee of Government Representatives for the Study of a draft Convention on Commercial Propaganda, Geneva.

July 10th.—Advisory Committee on League of Nations Teaching, Geneva.

July 12th.—Directors' Committee and Executive Committee of the Intellectual Co-operation Organisation, Geneva.

July 15th.—International Committee on Intellectual Co-operation, Geneva.

July (?).—Committee for Prohibiting, under the provisions of the Covenant, the supply of Arms and War Material to Belligerents, Geneva.

September 2nd.—Financial Committee, Geneva.

September 2nd.—Economic Committee, Geneva.

September 5th.—Eighty-seventh Session of the Council, Geneva.

September 9th.—Sixteenth Ordinary Session of the Assembly, Geneva.

September (?).—Committee on the Repression of Terrorism, Geneva.

October 1st.—Governmental Conference on Biological Standardisation, Geneva.

November 4th.—Pan-African Health Conference, Cape Town.

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THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XV., No. 6.

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I.—SUMMARY OF THE MONTH.

June, 1935.

The League of Nations was happy to record during the month of June the end of the Chaco war. The efforts of the group of mediating States—Argentina, Brazil, Chile, the United States, Peru and Uruguay—following on the repeated attempts at mediation and conciliation by American countries, by the Council, and by the Assembly of the League have at length been crowned with success.

On June 10th the Secretary-General was

informed that the mediating group had obtained the acceptance by the Foreign Ministers of Bolivia and Paraguay of the text of a Protocol putting an end to the dispute. On June 13th M. Saavedra Lamas, the Argentine Foreign Minister, informed M. de Vasconcellos, President of the Special Assembly on the subject, that the Mediation Commission over which he presided in Buenos Ayres, had secured an agreement between the belligerents. This

agreement provides *inter alia* for : the immediate despatch of a neutral military commission ; the cessation of hostilities at noon on June 14th ; the summoning by the Argentine of a peace conference at Buenos Ayres to settle the dispute by direct agreement ; should these efforts fail, a decision on the point of law by the Permanent Court of International Justice, which decision the Parties would be bound to accept ; demobilisation within 90 days ; and an obligation not to acquire war material and likewise to abstain from aggression.

The result is, as M. Saavedra Lamas points out in a telegram to the Secretary-General, fully in harmony with the ideals of the League.

In a note, dated June 22nd and communicated to the Council and the Members of the League, M. de Vasconcellos, as Chairman of the Advisory Committee, stated that owing to the agreement reached at Buenos Ayres, involving an undertaking by the parties to abstain from the purchase of arms and munitions of war, he considered that there was no longer any need to maintain a difference, even in theory, between Bolivia and Paraguay as regards the prohibition to supply arms.

* * *

On June 19th the Secretary-General received a communication from the Ethiopian Government which observed with regret that the Italian Government was still sending troops and war material to Africa. The former Government protested against the publication in the Italian Press of information concerning frontier incidents, with the purpose of disturbing the good relations between the two countries. In order to prove its pacific intentions, the Ethiopian Government suggested that the Council should send neutral observers to Ethiopia to inspect the districts bordering on Italian Somaliland and the other colonies, to make an investigation into the incidents, actual or alleged, and to report to the Council.

* * *

The Legal Sub-Committee of the Committee of Thirteen instructed by the Council to propose

measures to render the Covenant of the League more effective in the organisation of collective security, reached the conclusion that the Council might recommend the application of economic and financial measures in the two following cases : (a) under Article 11 of the Covenant in the event of the repudiation of an international engagement, in order to contribute to the maintenance of peace : (b) under Article 13, Paragraph 4, to ensure the carrying out of an arbitral or judicial award which had been disregarded.

As regards the question whether the negative vote of a State that had endangered peace by the unilateral repudiation of its international engagement might prevent the Council taking the necessary decisions, two views were put forward : the first was that by a general principle of law an interpretation which prevents a legal provision from attaining its intended result must be rejected ; according to the second, the rule of unanimity laid down in Article 5 of the Covenant must, failing express provisions to the contrary, be applied without any limitation.

* * *

The Opium Committee gave its attention to the application of conventions, to the situation in the Far East, and, as regards the illicit traffic, to the problem of clandestine manufacture.

* * *

The Mandates Commission considered the annual reports of the Powers on the territories placed under their mandate.

* * *

The Fiscal Committee made a study of international conventions concluded to avoid Double Taxation ; these conventions number 140, of which 70 have been signed since 1929.

* * *

The Committee of Experts instructed by the Council to consider the possibility of correcting, adjusting or improving the constitution and the practice and procedure of League Committees drew up a report which will be circulated to the Members of the League.

II.—POLITICAL QUESTIONS.

I. DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

On June 10th, the Secretary-General of the League was informed by M. Ruiz Guinazu, Argentine Minister in Berne, that on June 9th the representatives of the Argentine, Brazil, Chile, Peru, the United States and Uruguay, in their capacity of mediators in the Chaco dis-

pute, had obtained the acceptance by the Bolivian and Paraguayan Foreign Ministers, then at Buenos Ayres, of the text of a draft Protocol putting an end to the conflict. The communication added that the Protocol had been submitted for approval to the Governments of Bolivia and Paraguay.

On June 12th, M. de Vasconcellos, President

of the Special Assembly on the Chaco affair and of the Advisory Committee, received a telegram from M. Saavedra Lamas, Argentine Foreign Minister, conveying the same information. M. de Vasconcellos replied thanking the Minister for his communication and requesting him to accept himself, and to express to the representatives of the other mediating countries and of the two Parties, his warmest congratulations.

The same day, M. Costa du Rels, Delegate of Bolivia, in a communication to the Secretary-General informed him that the President of the Republic of Bolivia, after the Council of Ministers had expressed its unanimous opinion, had authorised M. Tomás Manuel Elio, Minister for Foreign Affairs, to sign at Buenos Ayres the Protocol by which the Chaco conflict would be settled in a pacific manner in accordance with the formula suggested by the five mediating nations. The Bolivian Government was glad to have given its accession to a diplomatic instrument which embodied the principles of the Covenant and was based on ideas recognised as the fairest by the unanimous vote of the Assembly of the League. Bolivia desired to prove in this manner the sincerity of her pacific intentions. She hoped that, thanks to the loyal and unceasing efforts of the American nations, the Chaco problem, which had been insoluble for fifty years, would find a legal settlement at the Hague Court, should the direct negotiations prove ineffective. The Bolivian representative concluded by reaffirming Bolivia's devotion to the Covenant of the League and her confidence in a pacific solution.

On June 13th, the Secretary-General sent the following telegram to the Minister for Foreign Affairs of the Argentine Republic :

"I beg to express to your Excellency my profound satisfaction at the success which has crowned your joint efforts and request you to accept and to transmit to your colleagues in the group of mediators and to the representatives of the Governments of Bolivia and Paraguay my sincere congratulations."

The Argentine Foreign Minister replied as follows :—

"I shall be very pleased to transmit your Excellency's much appreciated congratulations to the mediating group. I desire to state, for my part, that the Argentine feels the greatest satisfaction at the attainment of a result that is fully concordant with the high ideals of the Geneva institution. The Argentine has been happy in the present case to work in furtherance of the League's most praiseworthy objects. She will continue to follow the same course, conscious of her duty as a member of the League and convinced of the League's influence for good. The

growth of this influence will surely lead to greater efficacy in the League's action."

On the same date, M. Saavedra Lamas, Argentine Foreign Minister, informed M. de Vasconcellos by telegram that the Mediation Commission set up at Buenos Ayres, in virtue of the decision adopted on May 21st last by the League Assembly, to co-operate in the solution of the Chaco dispute, had secured agreement between the belligerents on the basis of a principal Protocol and an additional Protocol which were solemnly signed at noon on June 12th in Buenos Ayres, and which involve the measures enumerated below :

"The additional Protocol stipulates the immediate despatch of a neutral military commission and the suspension of hostilities as from noon on June 14th ; it is further stipulated that once the principal protocol has been ratified within a time limit of ten days, the Argentine shall convene a peace conference at Buenos Ayres for the essential purpose of promoting a solution of the dispute by direct agreement, it being understood that in case of a breakdown, the two countries undertake, in virtue of this Agreement, to settle the Chaco dispute by legal arbitration, the Permanent Court of International Justice at The Hague being forthwith designated as arbitrator.

"In addition, the conference may arrange for the exchange of prisoners, for the establishment of transit, commerce and navigation facilities, and for the constitution of a commission to determine responsibilities. If its conclusions are not accepted by one of the parties, a final decision shall be taken by the Hague Court. Stipulations also provide for the final cessation of hostilities on the basis of the present position of the armies, for demobilisation within ninety days, for the reduction of effectives to 5,000 men, for the obligation not to acquire war material and for an undertaking of non-aggression."

The Minister added in his telegram :

"I am sending you the complete text by aeroplane. The generous efforts of the League of Nations, together with the various mediatory steps taken to put an end to this sterile armed conflict, have achieved the results to which we have all been aspiring. It will therefore be for me an honour to convey to the members of the mediatory group your kind congratulations, for which I am most grateful."

On June 26th, the Secretary-General sent to members of the Advisory Committee a note from the President of that Committee dated June 22nd, 1935, concerning the prohibition of the supply of arms to Bolivia and Paraguay. The note was also communicated to the Council and to the Members of the League for their information.

The President of the Advisory Committee therein stated that, in view of the new situation created by the Buenos Ayres agreement, it would seem desirable to re-examine the question

of the prohibition of the supply of arms and war material to the belligerents.

The two Parties have bound themselves by the Agreements signed at Buenos Ayres to abstain from any acquisition of arms or war material. In these circumstances, it might appear to be of no practical importance whether the measures of prohibition hitherto applied to one or both of them should be withdrawn or maintained. The President thought, however, that it would be undesirable to maintain even a theoretical discrimination between the two Parties and that the time had come when Governments, pending the conclusion of the final treaty of peace, might suspend all discriminatory measures taken as the result of the opinion and recommendations of the Advisory Committee.

The President added that he would be glad to receive any observations that his colleagues might wish to put forward on this matter.

2. DISPUTE BETWEEN ETHIOPIA AND ITALY.

On June 19th, the Ethiopian Government, in a communication to the Secretary-General, observed with regret that the Italian Government was not ceasing to send troops and munitions of war to East Africa. Moreover, the Italian Press was constantly publishing reports of frontier incidents, with the manifest intention of disturbing relations between Italy and Ethiopia. The Ethiopian Government protested against this attitude. Being desirous of giving the most unequivocal evidence possible of its pacific intentions and of its determination to observe its international undertakings, it proposed that the League Council should immediately designate neutral observers to go to Ethiopian territory and inspect the frontier districts bordering on Italian Somaliland and the other colonies. The Ethiopian Government undertook to afford these observers all the assistance necessary. "After investigation of the situation actually existing in the frontier districts, they could make an enquiry into all alleged or real incidents, and report to the Council. The Ethiopian Government undertook to pay immediately the costs of this enquiry."

The Ethiopian Government requested the Secretary-General to bring the above proposal to the knowledge of the Members of the Council of the League.

3. MEASURES TO RENDER THE LEAGUE COVENANT MORE EFFECTIVE IN THE ORGANISATION OF COLLECTIVE SECURITY.

The Sub-Committee of Jurists appointed by the Committee of Thirteen to study a certain number of questions involved in the Council's

resolution of April 17th,* met at Geneva from June 24th to 28th under the Chairmanship of M. Caeiro da Matta (Portugal), and prepared for the Committee a report giving the conclusions which it had reached.

The Sub-Committee did not consider that it fell within its terms of reference to analyse the circumstances contemplated in the Council's resolution, nor to determine what exactly were the economic and financial measures envisaged. It considered, however, that the case which it had to examine was that of measures of a pacific character and that, accordingly, such measures as a blockade properly so-called must remain outside its field of study.

The first question put to the Sub-Committee was how, in the circumstances contemplated in the resolution, economic and financial measures could be taken within the framework of the Covenant, either under Article 11 or under Article 13, paragraph 4, or under other provisions of the Covenant.

As regards measures under Article 11, whereby, in the event of a war or threat of war, the League must "take any action that may be deemed wise and effectual to safeguard the peace of nations," the Sub-Committee held that in the presence of a repudiation of international engagements such as is contemplated, the Council, if it failed to secure an agreement which removed the danger to European security and peace, might recommend to States, other than the State which had repudiated the international undertaking, economic and financial measures which appeared to it to be calculated to contribute to maintaining peace.

The Sub-Committee pointed out that while particular economic and financial measures may also be possible under Article 16, such measures would not have the same purpose and character when Article 11 was applied. Those recommended under Article 11 would have a preventive character, and in the absence of any special undertaking to that effect, States would not be under a legal obligation to comply with them.

As regards measures taken under Article 13, by which the Council, in the event of failure to carry out an arbitral award or judicial decision, must "propose what steps should be taken to give effect thereto," the Sub-Committee considered that, if there had been a repudiation of international engagements, as contemplated in the resolution of April 17th, and if, in consequence, an arbitral award or judicial decision had followed, the Council

* See Monthly Summary, Vol. XV., No. 5, page 116.

might propose economic and financial measures calculated to ensure effect being given to the award or decision. However, the object of measures recommended under Article 13, paragraph 4, would be the execution of the award or decision and not the maintenance of peace. In the eventuality contemplated in the Council's resolution of April 17th, Article 11 would also be applicable.

The Sub-Committee did not find any other articles of the Covenant to be relevant.

The second question put to the Sub-Committee was whether the negative vote of the State which had endangered peace by the unilateral repudiation of its international obligations could prevent the Council from taking the necessary decisions, without prejudice to the case in which these measures might require the collaboration of such State.

The Sub-Committee dealt first with the case of Article 11 and was not able to agree upon the answer to be given.

There were two main currents of opinion. In the first place, some members were convinced that the necessity of allowing Article 11 to be properly applied involved the conclusion that the vote of the State which had repudiated its obligations should not be counted. The article imposes upon the Council the *duty* to "take any action that may be deemed wise and effectual to safeguard the peace of nations." It was evidently impossible for the Council to recommend economic and financial measures, or in general any measures whatsoever directed against a State which is endangering peace, if it be the case that this State must vote for the recommendation. According to this view, common sense would demand that such a State's vote should not be counted in ascertaining whether there is unanimity, whenever the vote to be taken relates to recommendations under Article 11 with a view to checking the warlike preparations of the State referred to. It is a general legal principle that an interpretation which makes it impossible for a provision to attain its purpose should be rejected.

On the other hand, other members of the Sub-Committee laid stress on the definite

language of Article 5, paragraph 1, of the Covenant, which read :

"Except where otherwise expressly provided in this Covenant or by the terms of the present Treaty, decisions at any meeting of the Assembly or of the Council shall require the agreement of all the Members of the League represented at the meeting."

They went on to argue that Article 11 does not contain any provision excluding application of the rule of unanimity laid down in Article 5, and held that this rule does not conflict with the object of the first mentioned article. They observed that in the case dealt with in paragraph 6 of Article 15, one finds an express provision for not counting the votes of the parties, and that in Article 16, paragraph 4, the Covenant, in like manner, provides for expulsion of a Member from the League being effected by the votes of the other Members represented on the Council. Arguing *a contrario*, it was inferred that, in the absence of an express provision of this kind, the rule of unanimity must be applied without any limitation or restriction.

Finding opinion to be similarly divided in regard to Article 13, the Sub-Committee thought that, so far as it was concerned, it should not give an answer to the second question by a majority vote, deeming it preferable to confine itself to setting out the opposing views.

4. DELIMITATION OF THE FRONTIER BETWEEN BURMA AND YUNNAN.*

Last April the Governments of the United Kingdom and of India, on the one hand, and the Chinese Government, on the other, asked Dr. Tevik Rüstü Aras, who at that time was President of the Council, to appoint the neutral president of a Joint Commission for determining on the spot the undemarcated part of the frontier between Burma and the Chinese province of Yunnan.

Dr. Tevik Rüstü Aras has appointed for the purpose Colonel Frédéric Iselin, a Swiss engineer, who was formerly Chairman of the Commission of Enquiry into the delimitation of the frontier between Iraq and Syria, and subsequently of the Commission which marked out that frontier.

The Joint Commission will begin work on the spot early in November, 1935.

III.—SOCIAL AND HUMANITARIAN QUESTIONS.

I. MEETING OF THE OPIUM ADVISORY COMMITTEE.

The Advisory Committee on Traffic in Opium and other Dangerous Drugs held its twentieth session from May 20th to June 5th, under the

chairmanship of Dr. Crrrière (Switzerland).

During this session, 22 countries members of the Committee were represented. Germany,

* See Monthly Summary, Vol. XV., No. 4, page 85.

Bolivia and Uruguay did not take part.

Special attention was paid during the Session to the application of conventions, the situation in the Far East and, as regards the illicit traffic, the problem of clandestine manufacture.

The Committee observed that, whilst strict national and international control have enabled lawful manufacture to be brought down to the level of world requirements, the illicit traffic has not diminished, but is supplied by clandestine manufacture which has been discovered both in the West and in the East.

The Committee was very anxious about this aspect of the situation and unanimously adopted a proposal of the Italian representative that the question of measures to be taken to trace illicit manufacture should be placed on the agenda of its next session, and that the Secretariat should be instructed to collect the necessary information. The various measures that may be envisaged in the campaign against this evil are the following: establishment of special police, supplied with adequate financial resources to track down clandestine establishments; increase of penalties against traffickers; adoption of concerted measures by Governments.

On the other hand, the Polish representative pointed out that an indirect method of counter-ing the illicit traffic consisted in doing away with demand by reducing addiction. The Advisory Committee asked the Secretariat to prepare a statement on this subject (registration of addicts, extent of addiction, etc.)

* * *

As regards the situation in the Far East, the Chinese representative laid before the Committee various memoranda relating in particular to the situation in Nanking, Shanghai, and Tientsin and in the province of Kiangsu. The Committee also heard a statement from the Chinese delegate on the situation in his country and on the new measures of a general nature adopted to complete and amplify the provisions contained in the regulations transmitted to the Committee at its last session.*

The regulations promulgated on May 11th, 1934, on the subject of clandestine manufacture and the traffic in and use of manufactured narcotics have been extended to most Chinese provinces, and the death penalty has actually been inflicted in 263 cases (18 for illicit manufacture, 213 for sale, 26 for transport, and 6 cases of cured addicts who had relapsed into addiction). In April, 1935, the Chinese Govern-

ment adopted new regulations completing those of May, 1934, and providing severer penalties for certain offenders.

Drug addicts are subjected to a compulsory treatment. If in 1936 there are any who have not undergone this treatment, they will be imprisoned for five years at least, in addition to the compulsory cure. After 1937, the penalty for non-medical use of manufactured drugs will be death, or imprisonment for life. By this scale of punishments, China hopes that addicts will be led voluntarily to undergo adequate treatment in 1935. The Government therefore trusts that addicts will be cured and the illicit manufacture and traffic will cease before 1937.

All smokers of opium must be registered. After 1935, no further registration will be permitted and all those who are registered will be subjected to compulsory treatment. By means of this regulation, the Chinese Government reckons that at the end of 1940, all smokers registered in 1935 will be cured. Kiangsu Province, for instance, has taken steps to provide that the use of prepared opium in the province shall end by 1938. Shops for the sale of opium will be gradually reduced in proportion to the reduction of the number of smokers.

Special hospitals for smokers and addicts have been set up by the Chinese Government throughout China. They are 597 in number. This figure will be exceeded in 1935. Statistics show that 81,344 cures have already been effected; but the figure is in reality much higher, because many hospitals have not supplied data.

In certain provinces poppy cultivation has been prohibited. In others it is authorised, but the amount must gradually be reduced each year. In six years' time it should be completely abolished.

Lastly, the Chinese Government has decreed a series of educational measures against the use of narcotics: lectures, public meetings under the direction of high officials, instruction in schools, distribution of posters and tracts, publicity in the Press, etc.

General Chiang Kai Shek himself has recently been appointed Inspector General for the suppression of opium, and he holds the view that the abolition of this scourge is an essential condition of Chinese reconstruction.

The Committee paid a tribute to the efforts of the Chinese Government, but deferred discussion of these measures in detail, in order that time might enable a judgment to be formed of results obtained. Certain reservations were made as to methods used, in particular as regards the application of the death penalty to addicts.

* See Monthly Summary, Vol. XIV., No 11, page 204.

At this session the Committee also considered the supervision of *Cannabis* (Indian Hemp) and instructed the Secretariat to make further investigations on the subject.

It further adopted resolutions concerning the import certificate and export authorisation system, and the application of Chapter IV of the Hague Convention and of Articles 10, 13 and 20 of the 1931 Limitation Convention.

On the subject of the annual reports, it noted with regret that only three countries of Latin America had forwarded their report for 1935. It begged the Council to send a further pressing appeal for solidarity and international co-operation on the part of Central and South American States, asking them to supply information for the purposes of the Committee.

* * *

Attention was drawn to statistics of opium smokers in Formosa, prepared by Dr. Somei To, of the Central Research Institute of the General Government of Formosa. This study has a documentary value that is unique. It gives details in regard to 150,000 smokers and contains very valuable data on the subject of mortality and criminality amongst such persons. The Committee expressed the hope that the Japanese authorities would continue their investigations.

* * *

Interesting information on the treatment of addicts was supplied by representatives of the United States and of China; the latter submitted a document on the treatment of opium smoking by lecithin.

* * *

The Committee learned with satisfaction that Estonia and New Zealand intended to ratify the 1931 Limitation Convention, whilst Japan deposited the instrument of ratification of that Convention on June 3rd.

In 1933, three countries ratified the agreement with regard to the suppression of opium smoking, signed at Bangkok on November 27th, 1931, and the Committee expressed the hope that Japan and India, which had not yet ratified, might be able to do so shortly, so that the agreement might come into force.

The Committee also addressed an urgent appeal to the Iranian Government to ratify without delay the International Conventions of the Hague, 1912, and of Geneva, 1925, with a view to putting an end to the traffic in opium destined for China.

Dr. Carrière (Switzerland), who had been Vice-Chairman during the previous year, was

elected Chairman, and M. Chodzko (Poland) Vice-Chairman. The other members present were: Dr. Schultz (Austria), Senator Carnoy (Belgium), Major Coles (United Kingdom), Colonel Sharman (Canada), M. Hoo Chi Tsai (China), Russell Pasha (Egypt), M. Bourgois (France), Mr. Wild (India), M. Pilossian (Iran), Senator Cavazzoni (Italy), M. Yokoyama (Japan), M. Tello (Mexico), M. Delgorge (Netherlands), Dr. A. de Vasconcellos (Portugal), M. Casares (Spain), Lueng Bhadravadi (Siam), M. von Heidenstam (Sweden), M. Cemal Hüsnü (Turkey), Mr. Fuller (United States of America), and M. Djordjevitch (Yugoslavia).

2. MEETING OF THE PERMANENT CENTRAL OPIUM BOARD.

The Permanent Central Opium Board met in Geneva from June 24th to 28th, with Mr. Lyall (United Kingdom) in the chair.

The Board examined a certain number of discrepancies in the import and export figures for morphine and diacetyl-morphine in 1934.

With a view to arriving at a uniform basis for comparison, the Board considered the best method of establishing annual statistics of drug consumption and decided to communicate its conclusions to the Opium Advisory Committee.

The Board also discussed the legal situation created by the fact that poppy straw is being used in a new process for the manufacture of morphine. It considered whether and in what way the existing opium conventions were applicable to the new situation and decided to submit the minutes of this discussion to the Opium Advisory Committee and to the American representative who had raised the question in the Committee.

The Board noted that since its last session the Limitation Convention of 1931 had been ratified by Ecuador, Panama and Japan, and acceded to by New Zealand, thus bringing the total number of parties to the Convention up to fifty-three. It also noted a reply from the Government of Iran explaining that the degree of consistency of Iran opium was approximately 60 per cent. and examined the measures the Union of South Africa proposed to adopt in order that import and export statistics should be as accurate as possible.

The other members attending this meeting were: Mr. May, (American), Professor Tiffeneau (French), and Professor Ferrari, (Italian), replacing Dr. Callavresi, Sir Atul Chatterjee (Indian), M. Miyajima (Japanese), and M. Milecevic (Yugoslav) were unable to be present

IV.—ADMINISTRATIVE QUESTIONS.

WORK OF THE MANDATES COMMISSION.

The Mandates Commission met for its twenty-seventh session at Geneva from June 3rd to 18th. Marquis A. Theodoli (Italian) was in the chair.

The agenda included the consideration of the annual reports of mandatory Powers on the following territories: Palestine and Transjordan and also Tanganyika (United Kingdom); Syria and Lebanon (France); New Guinea (Australia); Nauru (British Empire); South West Africa (Union of South Africa). The Commission also considered a certain number of petitions relating to the various mandated territories and the treaty recently concluded between the British and Belgian Governments regarding the frontier between Tanganyika and Ruanda-Urundi. *

The annual reports were as usual considered in the presence of the accredited representatives. These were:

for Palestine and Transjordan: Mr. S. Moody, Assistant Chief Secretary of the Palestine Government and Mr. H. F. Downie of the Colonial Office;

for Tanganyika: Sir Harold MacMichael, Governor of the Territory, Mr. Surridge, Assistant Chief Secretary in the Secretariat of the Territory, and Mr. Lee of the Colonial Office;

for Syria and Lebanon: M. R. de Caix, former Secretary-General to the High Commissioner of the French Republic in Syria and Lebanon;

for New Guinea: Sir John McLaren, Official Secretary of the Commonwealth of Australia in Great Britain, and Mr. H. O. Townsend, Treasurer of the mandated territory;

for Nauru: Sir John McLaren, Official Secretary of the Commonwealth of Australia in Great Britain;

for South West Africa: Mr. de Water, High Commissioner of the Union of South Africa in London and Mr. Conradie, administrator of the territory.

At the beginning of the session, the Chairman paid a tribute to the memory of M. Martial Merlin, whose death in Paris on May 8th, 1935, had deprived the Commission of a most valuable collaborator, who for nearly ten years had given the Commission the benefit of his vast Colonial experience and his enlightened judgment.

The Chairman then welcomed the two new members: Baron van Asbeck and M. Manceron.

The following attended the session of the Commission: Marquis A. Theodoli (Chairman) (Italian); M. Pierre Orts (Vice-Chairman) (Belgian); Baron F. M. van Asbeck (Netherlands); Mlle. V. Dannevig (Norwegian); Lord Lugard (English); M. Manceron (French); M. L. Palacios (Spanish); Count de Penha Garcia (Portuguese); M. William Rappard (Swiss); M. N. Sakenobe (Japanese).

A detailed account of the Commission's work will be published in a subsequent number of the Monthly Summary.

V.—TECHNICAL ORGANISATIONS.

I. ECONOMIC AND FINANCIAL ORGANISATION.

(a) Meeting of the Fiscal Committee.

The Fiscal Committee met at Geneva from June 12th to 17th, and elected M. Bolaffi (Italy) as chairman.

The Committee made a study of the International Conventions for the avoidance of double taxation concluded since 1932. These conventions are 22 in number and deal with taxes on income, death duties, import duties, turnover taxes, and taxes on shipping enterprises.

The Committee expressed its satisfaction at the growth in the number of bilateral fiscal conventions. It recalled the fact that in 1922, when the Technical Committee of Experts on Double Taxation—whose work has been, since 1928,

continued by the Fiscal Committee—was set up, there were very few conventions on double taxation. But at present there are about 140, and 70 of these have been signed since 1929. These figures are sufficient to show the influence of the meetings of experts summoned by the League of Nations and the practical scope of the work which it has set on foot.

The Fiscal Committee examined again the draft Convention on the Allocation of Business Income between States for Purposes of Taxation. This draft was drawn up after an enquiry into the law and practice in 27 countries as regards taxation of foreign and national undertakings, and was submitted for examination to Governments, and in the light of the remarks thus received the Fiscal Committee reconsidered the draft Convention.

The Committee was led to the conclusion that as a whole the text of the draft fulfilled

* See Monthly Summary, Vol. XV., No. 5, page 135.

the purposes desired, and that no essential modifications were necessary, although certain States, whose laws are based on other principles, consider that they cannot adapt them to it for the present. In order, however, to take account of certain remarks and certain proposals made by some of its members, the Committee decided to introduce a few changes and additions in the original text, especially as regards the taxation of banking and financial enterprises, and of shipping and insurance undertakings.

The Committee observed that only a small number of States had declared themselves in favour of a plurilateral Convention, and thought it would not be justified in recommending the Council to summon an international conference on the subject. It held that greater progress could be obtained through bilateral conventions. The conclusion of such agreements has been made much easier by the model conventions prepared by the Committee as regards both double taxation in general and the taxation of international undertakings.

Lastly, the Committee studied the evolution of fiscal systems. The Secretariat had prepared memoranda dealing with the trend of fiscal revenue in six countries during the depression. The Committee was of opinion that the general lessons to be drawn from such studies might be very useful to States wishing to modify their present systems. It therefore decided to extend its enquiries in this direction and set up a sub-committee for the purpose.

Certain observations of Governments concerning the draft convention on the allocation of business income confirmed the Committee in the view that it would be very useful to define certain essential terms used with different shades of meaning in the law of different countries. Thereby, it would become easier for administrations and for taxpayers to understand the various fiscal systems. Mistakes would be avoided and greater uniformity in fiscal terminology would gradually be introduced. A sub-committee was set up to undertake this task.

The following were present at the session: M. H. Blau (Switzerland), M. G. Bolaffi (Italy), M. M. Borduge (France), Mr. Mitchell B. Carroll (United States), M. G. Mantzavinos (Greece), M. R. Putman (Belgium), M. J. Navarro Reverter (Spain), Mr. H. C. Wakely (United Kingdom), and also M. Robert Julliard, representing the International Chamber of Commerce. M. Sinninghe-Damste (Netherlands) was unavoidably prevented from attending.

(b) *Meeting of Expert Sub-Committee on the Export of Meat.*

The Sub-Committee of Experts on the Export and Import of Meat and Meat Preparations met at Geneva from June 25th to 29th under the Chairmanship of M. Drouin (France).

Under instructions from the Economic Committee, the task of these experts was to see whether an international agreement could be reached for facilitating trade in meat and meat preparations, and to define the conditions of such an agreement.

Basing its discussion on the work of the *Institut international du Froid*, and on the remarks of the administrations that were consulted by that body, the Committee reached the conclusion that it was possible to prepare at any rate the main lines of an international convention on the subject.

The Sub-Committee deliberately abstained from examining the economic aspect of the matter, confining itself exclusively to technical considerations. It endeavoured to define the maximum guarantees which importing countries would be justified in requiring. Such guarantees should afford these countries an assurance that the imported products comply with all the conditions necessary to ensure that they retain their nutritive qualities, and involve no danger to public health, or risk of a spread of contagious disease among animals.

The Sub-Committee also endeavoured to indicate the principles that should underlie the rules and methods of inspection of meat, and the essential conditions which must govern the operations of transport, packing, handling or preparation. An attempt was made to reconcile technical necessities and the requirements of importers with the variable and frequently special conditions existing in the majority of exporting countries.

Annexed to the report which the Committee will present to the Council are draft "Provisions for an International Convention on the international commerce in meat and meat preparations." The Sub-Committee took the view that if the Economic Committee shared its opinion as to the possibility of reaching an international agreement, the draft should be submitted to Governments for their remarks.

The Sub-Committee consisted of: M. Bisanti (Italy); M. Drouin (France); M. Fluckiger (Switzerland); Mr. Heywood (Australia); Mr. Hilton (Canada); M. Marczewski (Poland); Mr. Morgan (United Kingdom); and Mr. White (United States of America); together with

M. Piettre, Director of the *Institut international du Froid*, Paris.

(c) *Meeting of the Committee of Statistical Experts*.*

The Committee of Statistical Experts met at Geneva from June 3rd to 6th with Sir Alfred Flux (United Kingdom) on the chair.

The Committee revised the international classification of commodities drawn up in accordance with the recommendations of the International Statistical Conference held at Geneva in 1928. The purpose of this classification is to facilitate the comparison of foreign trade statistics in different countries.

Taking account of the comments of Governments on a draft that had been previously submitted to them, the Committee made a list of commodities consisting of about 450 items. This list is destined to serve as a basis for the re-grouping of national statistics and for a classification of commodities according to their use and their stage of production. The Committee proposed that the Council should recommend States to adopt this list in drawing up the supplementary statistics of their foreign trade.

At the request of the Economic Committee, the Expert Committee also dealt with tourist statistics and referred certain points in connection with this subject to a sub-committee.

The following attended the Committee's session: Mr. D. Durand (United States), Sir Alfred Flux (United Kingdom), M. C. Gini (Italy), M. Huber (France), M. Jahn (Norway), M. E. Szturm de Sztrem (Poland), and M. Gayon (France), as associated expert member. The Rome International Institute of Agriculture and the International Labour Office were represented by M. V. Dore and Mr. J. M. Nixon.

2. COMMUNICATIONS AND TRANSIT.

(a) *German Representation on the International Commission of the Danube.*

The Governments of the United Kingdom and of France, on June 4th and 5th respectively, sent to the Secretary-General of the League, for transmission to the Advisory and Technical Committee on Communications and Transit, memoranda on the subject of a dispute concerning the German representation on the International Commission of the Danube.

Their action was supported by the Italian Government, in a communication dated June 17th.

The United Kingdom and French memoranda were submitted under Article 376 of the Treaty

of Versailles and in accordance with the resolution of the League Assembly, dated December 9th, 1920. Their purpose is to secure the intervention of the Communications and Transit Organisation with a view to settling the dispute by conciliation.

The Treaty of Versailles provided for two representatives of German riparian States, Bavaria and Wurtemberg, on the International Commission of the Danube. Owing to changes in the constitution of the Reich, these former German riparian States have ceased to exist as international legal persons. Their powers, as regards international waterways, have been transferred to the Reich in virtue of a law dated January 30th, 1934. Thus there now exists only one German riparian State on the Danube, namely the Reich.

The question therefore arises whether the Government of the Reich is entitled to one or two representatives on the International Commission or whether, seeing that the treaty did not provide for representation of the Reich and that the two riparian States have disappeared, a new diplomatic agreement is necessary on the subject of the German representation on the Commission.

(b) *Meeting of the Permanent Committee on Road Traffic.*

The Permanent Committee on Road Traffic met in Geneva for its 19th session from June 17th to 22nd. M. Nordberg (Finland) was in the chair.

The Committee considered proposals of the special committee of experts regarding signals at level crossings. This sub-committee had made specific recommendations concerning warning signals at crossings with gates, crossings without gates but with automatic signals, and crossings without either gates or automatic signals. The Committee on Road Traffic, in adopting the recommendations, took into account the systems already in use in different countries. It held the view that, in spite of the expense, it was desirable in the interests of safety to construct overhead or underground crossings wherever possible. The Committee also was of opinion that the question of signalling at level crossings had been sufficiently considered to permit the preparation of a draft treaty forthwith.

The Committee also voted several recommendations relating to road signals, having in view the uniformity suggested in Article 3 of the Convention on the Unification of Road Signalling signed at Geneva on March 30th, 1931. It approved the designs to be used for the prohibition of (a) overtaking in certain localities,

* See Monthly Summary, Vol. XIV., No. 5, page 117.

and (b) two streams of traffic in narrow places, e.g., bridges. A special signal was also adopted for marking areas in which the sounding of motor-horns, etc., should not be permitted except in cases of real danger.

The Committee also dealt with mechanical light-signals and decided to make an enquiry without delay on this subject among Governments of European Countries. A questionnaire on the use of such signals for regulating traffic at cross-roads will be sent out for the purpose. On the basis of the replies received, the Committee will make a further study of the matter.

In connection with the "claims put forward by motor drivers," prepared in 1929 by the International Federation of Transport Workers, the Committee noted the results of the Secretariat's enquiry from Governments concerning the physical requirements for drivers, the conditions for the issue and withdrawal of driving licences

and the statistics of road accidents and of their causes.

The members present were: M. M. Nordberg (Finland); Mr. P. C. Franklin (United Kingdom); Prince Pierre Ghika (Rumania); M. E. Mellini (Italy); M. H. Rothmund (Switzerland); M. J. N. Urgoiti (Spain); M. A. Valsinger (Sweden); and M. C. Walckenaer (France). The International Association of Recognised Automobile Clubs was represented by M. J. Hansez, M. G. Peron and Mr. M. O'Gorman; the International Union of Towns and Local Authorities by M. G. von Schulthess; the International Tourist Alliance by M. Charles Duvivier; the International Statistical Institute by Dr. J. H. van Zanten; the League of Red Cross Societies by Commandant Petersen; the International Federation of Transport Workers by Mr. J. Taylor, and the International Labour Office by M. J. Drbohlav.

VI.—LEGAL AND CONSTITUTIONAL QUESTIONS.

I. COMPOSITION AND WORKING OF LEAGUE COMMITTEES.

The Committee of Experts instructed by the Council on January 19th, 1935, in accordance with a resolution of the 1934 Assembly, to study the Secretary-General's report on League Committees with a view to the making, if necessary, of "corrections, adjustments or improvements" in their "constitution, practice and procedure,"* met in Geneva from June 18th to 24th.

The following attended the Committee's meetings: M. Attolico, Italian Ambassador in Moscow, former Under Secretary-General of the League of Nations; Sir Arthur Salter, former Director of the Economic and Financial Section of the Secretariat; M. Boris Stein, Ambassador of the U.S.S.R. in Rome; M. Tudela, former Foreign Minister of Peru; M. Van Langenhove, Secretary-General of the Belgian Foreign Ministry; M. Matuszewski, former Polish Minister of Finance; Professor Gascon y Marin, Professor of Law in the University of Madrid and Spanish representative at the International Labour Conferences, and Dr. Riddell, Permanent delegate of Canada to the League of Nations.

M. René Mayer, Vice-Chairman of the Board of Directors of the Northern Railway of France, who had been appointed a member of the Committee, was prevented from attending the session; the Committee, at his request, autho-

rised M. Fouques-Duparc, Head of Division at the French Foreign Ministry, to attend the meetings as observer.

The Committee appointed M. Attolico Chairman and entrusted the duties of Rapporteur to Sir Arthur Salter.

A future number of the Monthly Summary will contain a resumé of the report which the Committee adopted and which will be forwarded to the Members of the League.

2. INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

The Treaties and International Engagements registered by the Secretariat of the League during June include:

A Treaty of Mutual Assistance between Czechoslovakia and the Union of Soviet Socialist Republics (Prague, May 16th, 1935), presented by the two Governments.

A Treaty of Friendship between Iran and Switzerland (Berne, April 25th, 1934), presented by Switzerland.

A Consular Convention between Bulgaria and Poland (Sofia, December 22nd, 1934), presented by Bulgaria.

A Commercial Convention between Spain and Rumania (Bucarest, March 21st, 1934), presented by Rumania.

A Commercial Agreement between Latvia and Lithuania (Kaunas, April 10th, 1935), presented by Latvia.

A Clearing Agreement between Latvia and

* See Monthly Summary, Vol. XV., No. 2, page 36.

Lithuania (Kaunas, April 10th, 1935), presented by Latvia.

A Convention regarding Payments between Spain and Estonia (Madrid, May 8th, 1935), presented by Estonia.

An Exchange of Notes constituting a Trade Agreement between the United States of America and the Economic Union of Belgium and Luxembourg (Washington, February 27th, 1935), presented by the United States of America.

An Agreement regarding Commercial Transactions between Bulgaria and Hungary (Budapest, June 12th, 1934), presented by Bulgaria.

An Exchange of Notes between the United States of America and the Argentine Republic, constituting a copyright arrangement (Buenos Ayres, April-July-August and September, 1934), presented by the United States of America.

An agreement renewing the validity of the Agreement between Germany and Finland concerning Payments in regard to commercial transactions (Helsinki, May 29th, 1935), presented by Finland.

An Agreement between Germany and Denmark regarding facilities granted in minor frontier traffic (Berlin, October 29th, 1934), presented by Denmark.

A Treaty between Switzerland and Turkey concerning extradition and judicial assistance in criminal matters (Ankara, June 1st, 1933), presented by Switzerland.

A Convention between the United States of America and Sweden relating to the exemption from military service of persons having dual nationality (Stockholm, January 31st, 1933), presented by the United States of America.

A Convention and additional Protocol between Estonia and Latvia regarding the collection of taxes and the exchange of information concerning taxpayers (Riga, May 28th, 1926), presented by the two Governments.

A Convention between Belgium, Bulgaria, Egypt, France, Norway and Czechoslovakia relating to the international status of refugees (Geneva, October 28th, 1933), registered on June 13th, 1935, following its coming into force, in accordance with its Article 20.

An Additional Convention between Belgium and Ecuador, regarding the application to the Belgian Congo and to the Territory of Ruanda-Urundi, of the Extradition Treaty of May 28th, 1887 (Lima, June 6th, 1933), presented by Belgium.

A Convention between Belgium and Italy regarding the mutual recognition of certificates of airworthiness (Rome, May 4th, 1935), presented by Belgium.

A Convention between Switzerland and Turkey regulating judicial relations in civil and commercial matters (Ankara, June 1st, 1933), presented by Switzerland.

VII.—INTERNAL ORGANISATION QUESTIONS.

1. MEETING OF THE SUPERVISORY COMMISSION.

The Supervisory Commission met under the Chairmanship of M. Osusky (Czechoslovakia) on June 28th and 29th.

The questions on the agenda included the construction and furnishing of the new League Building, the enlargement of the International Labour Office premises, and the credits asked for by the Nansen Office in respect of Saar refugees.

The other members of the Commission present were Lord Meston of Agra (United Kingdom); M. Réveillaud (France); M. Hambro (Norway) and M. Parra Perez (Venezuela).

2. FORTHCOMING SALE OF PRESENT LEAGUE PREMISES.

In view of the approaching transfer of the Secretariat of the League of Nations to its new premises, the buildings on the Quai Wilson, Geneva, in which it has hitherto been housed, are for sale.

A circular letter has been sent by the Secretary-General to the Governments of States Members reminding them that, in virtue of the decision taken by the Assembly at its special session in 1926 with regard to the construction of an Assembly Hall and of adjoining buildings for the Secretariat and in view of the agreement reached at that time with the Swiss Government, arrangements have to be made for the disposal of the premises which the Secretariat has occupied up to the present time.

In this letter, the Secretary-General requests Governments to assist as far as possible in effecting the sale, and adds that he would be grateful for any suggestions which members of the League may think fit to send him with a view to advertising it as widely as possible.

Possession can be had as soon as the removal is completed. The buildings are of special interest, having served as a background for some outstanding historical events of the post-war period.

They occupy a unique site, facing the lake and Alps. The property has an area of 12,019 square metres and consists of two adjacent plots which could be sold separately if desired.

Considered as a whole, it can be converted to any purpose. Prior to its acquisition by the League, the main building was occupied by a palatial hotel. It stands upon the only land

still available in the finest district in the town, the favourite residential quarter for foreigners. It is in close proximity to the International institutions, the railway station, the principal hotels and the public parks, and communications are excellent.

For further particulars, apply to the Secretariat of the League of Nations, Geneva.

VIII.—NEW LEAGUE PUBLICATIONS.

I. COMMERCIAL BANKS 1929-1934.

The Economic Intelligence Service of the League of Nations has just published, under the title "*Commercial Banks, 1929-1934*," a new edition of the volume published in 1934 and covering the period 1925-1933.

As before, the bulk of the volume is devoted to an analysis of the recent developments of commercial banking in individual countries. In separate chapters, recent variations in the commercial bank accounts of forty-four countries are analysed and a summary is given of important changes in the structure of banking organisation—through amalgamations, failures, legislation, etc.

In the present edition chapters have been added dealing with the banking systems of the Free City of Danzig, Japan, Turkey, and the Union of Soviet Socialist Republics. The chapter on Japan contains a description of the history and functions of the different elements of the complex Japanese credit system—ordinary banks, special banks, savings banks, Treasury Deposit Bureau, trust companies, etc. In the chapter on Russia, an account is given of the various stages of the evolution of banking, from the first post-Revolutionary tendency to establish a "moneyless economy" down to the institution of centralised banking control over industry concomitantly with the development of centralised planning after 1928. The chapter on Danzig, like that on Belgium, is of special interest on account of recent currency events.

The volume begins with a general introduction of some 90 pages which gives a review of the recent changes in the world banking and monetary situation, and makes international comparisons of great interest. For the purpose of these comparisons the balance sheets of the commercial banks of individual countries have been adapted to a standard balance-sheet. The introduction, however, covers a much wider field than commercial banking proper; indeed, it deals with the monetary question in general—including central bank accounts, exchange fluctuations, price movements, gold, etc.—and

in this respect resembles more closely the earlier League *Memoranda on Currency and Central Banks* than the previous editions of the memoranda on *Commercial Banks*.

The first section of the introduction gives a brief historical account of the principal world monetary events of 1933, 1934, and the first quarter of 1935; it begins with the abandonment of the Gold Standard on April 20th, 1933, by the United States of America and ends with the decision of the French Government to issue gold coin for internal circulation, taken on April 2nd, 1935.

The remaining sections of the introduction are analytical rather than historical. That on Currency Composition brings out the wide differences between the types of means of payment used by different countries; it is shown, for example, that whereas in the Anglo-Saxon countries 75 to 85 per cent. of the ordinary circulating media normally consist of bank deposits, in France the proportion is less than 40 per cent. The changes which have taken place in the net quantity of money available to finance consumption and production are studied in detail, and figures are given to illustrate the universal tendency towards contraction from 1929 to 1932 and the reversal of this tendency in some parts of the world in 1933 or 1934.

Three sections of the introduction are devoted to an analysis of commercial bank accounts. They deal with deposits, credits and cash ratios. The continued fall in bank deposits in the countries remaining on the gold standard is contrasted with their rise in many countries which have allowed their currency to depreciate. Tables are given to illustrate the severity of the decline in bank loans and the very striking increase in the commercial banks' holdings of Government securities in many countries. The interesting fact emerges from this analysis that even in such countries as the United Kingdom, Canada and Sweden, which have experienced a marked improvement in economic conditions during the past few years, bank advances have failed to increase.

A section on bank clearings gives quarterly figures of the banking turnover of 16 countries from 1930 to 1934. To illustrate the manner in which unwillingness to spend reduces the money value of transactions, rough indices are given of the changes in the velocity of circulation of bank deposits in several countries. In the section of the introduction dealing with interest rates, the reasons for the changing spreads between short- and long-term rates and between rates in different markets are analysed. The failure of the commercial banks' rate on loans to follow closely the downward trend of market rates is also discussed.

After a separate analysis of the movements of prices and exchange rates, the inter-action of these two factors is considered. These sections of the introduction, along with that on gold and the final section summarising the position in April, 1935, provide a great deal of information of interest in connection with the problem of currency stabilisation. A table is given, for example, showing the theoretical "over-valuation" or "undervaluation" of all important currencies in relation to both the French franc and sterling at the end of each year since 1931.

The large increases in gold production in recent years are analysed and figures are given to show the extent of dehoarding in the East and hoarding in the West. Special attention is paid to the changes in the distribution of central monetary gold reserves. The figures given show that the world total increased from less than 10 billion dollars, of old gold content, at the end of 1928, to 12.5 billion at the end of 1934. The share of the gold *bloc* countries in this total rose during the same period from 20.8 per cent. to 37.6 per cent., whilst the combined shares of Latin-America, Japan and the European countries with exchange control fell from 21.6 per cent. to 6.7 per cent. But in spite of this concentration of gold reserves, it is shown that when reserves are written up to correspond to the present market price of gold, they will, for most central banks, constitute a considerably higher proportion of their note circulation and other sight liabilities than in 1929. This is illustrated in the following table which is reproduced from the volume :

Gold Reserve Ratio.	End of 1929. End of 1924 "Corrected".	
	Number of Central Banks.	
Less than 20 per cent.	11	1
20 to 40 per cent. ..	8	6
40 to 60 per cent. ..	9	10
60 to 80 per cent. ..	1	7
Over 80 per cent. ..	2	7

In the final section of the introduction an

account is given of the situation at the end of March, 1935, containing figures on exchange rates, price relationships, gold reserves, etc. The weakness of sterling in March, 1935, and the devaluation of the belgá are discussed, and reference is made to the subsequent weakness of the remaining gold currencies and to the devaluation of the Danzig gulden.

2. STATISTICAL YEAR BOOK OF THE LEAGUE OF NATIONS 1934-35.

The Statistical Year Book 1934-35 just published by the Secretariat gives, as in previous years, a synopsis of the most important economic, financial, demographic and social phenomena. Most of the statistics it contains go down to the end of 1934, while some cover the first quarter of 1935.

The tables dealing with the natural movement of population reveal the interesting fact that whereas in 1934 the birth-rate continued to fall in most countries, it remained stationary, or even rose, in several, thus interrupting the steady decline observed in previous years. There is consequently a slight increase in 1934 in the figure of births for Europe as a whole (excluding the U.S.S.R.), which had been falling for several years. It will also be observed that the marriage-rate, which in many countries had reached a low record about 1932, and had risen again in 1933, has in most cases maintained this upward trend. The death-rate continued on the whole to decline, reaching new low records in many countries. A new table, some of the figures of which are hitherto unpublished, shows death-rates by five-year age-groups, separately for either sex.

A table showing the composition of the population by sex and by five-year age-groups reveals the considerable changes that have taken place in its structure between one census and the next, in consequence of the decline in the birth and death rates, and of war losses.

Social statistics are represented in the Year Book by tables dealing with wages, hours of work, unemployment, and employment. The figures for the two last mentioned show that the improvement observed on the labour market in 1933 has, generally speaking, continued in 1934 and 1935. Conditions vary, however, in different countries and in different industries.

The indices of production computed by the League's Economic Intelligence Service show that the world output of industrial raw materials increased by about 5 per cent in 1934 (that of metals alone rose by over 20 per cent.), while the production of foodstuffs, especially

cereals, seems to have slightly declined. It is interesting, however, to note that different continents or groups of countries show, in some cases, opposite trends, and that this divergency is becoming increasingly accentuated. National indices of industrial production show an increase in most countries.

Changes in the occupational structure of the population may be seen in a table giving the results of the most recent censuses by occupations and by industries, with separate figures for the unemployed. For the first time it has been possible to analyse and classify these heterogeneous data so as to facilitate an international comparison of the figures.

The gold value of world trade continued to decline in 1934, though less steeply than before; it now represents only one third of the 1929 value.

The economic development of the various

countries during recent years has obviously been influenced by monetary events. Almost every country has abandoned or restricted the operation of the gold standard. In many, exchange restrictions have been accompanied by the development of a large number of free or private exchange rates, some of which differ widely from the official rates. The abandonment of the gold standard has stimulated the production of gold. Hence, despite a further decline in the figures for the Union of South Africa, world production shows a further increase of about 6 per cent. in 1934.

To facilitate comparison, most of the figures in the Year Book have been reduced to common units of measurement or value. The Book also contains tables of coefficients of conversion for weights, measures and currencies, seven maps, and a double alphabetical index by subjects and countries.

IX.—FORTHCOMING LEAGUE MEETINGS.

July 15th.—International Committee on Intellectual Co-operation, Geneva.

July 24th.—Committee of Thirteen on Measures to render the League Covenant more effective in the organisation of Collective Security, Geneva.

July (?).—Committee for Prohibiting, under the Provisions of the Covenant, the supply of Arms and War Material to Belligerents, Geneva.

August 15th.—Supervisory Body set up under the 1931 Convention for the Limitation of Drug Manufacture, Geneva.

August 26th.—Permanent Central Opium Board, Geneva.

September 2nd.—Financial Committee, Geneva.

September 2nd.—Economic Committee, Geneva.

September 6th.—Eighty-seventh (Ordinary) Session of the Council, Geneva.

September 9th.—Sixteenth (Ordinary) Session of the Assembly, Geneva.

September (?).—Committee for the International Repression of Terrorism, Geneva.

September (?).—Bureau of the Conference for the Reduction and Limitation of Armaments, Geneva.

October 1st.—Governmental Conference on Biological Standardisation, Geneva.

October 7th.—Health Committee, Geneva.

October 17th.—Permanent Mandates Commission, Geneva.

ERRATUM TO NO. 5 OF THE MONTHLY SUMMARY.

Under the heading "Social and Humanitarian Questions" in the article 4, under the Sub-head "Slavery—Work of the Advisory Committee of Experts"—the last two paragraphs should read as follows.

"The Italian representative mentioned several passages in the report confirming the existence of slavery as a legally recognised institution in certain countries, and also that of slave raiding and slave dealing. In his view the permanence of slavery was an offence against humanity and civilisation. He laid stress in the interest taken

by Sa'udi Arabia in the suppression of the slave trade.

"The Council noted the report of the Slavery Committee and decided to communicate it to Members of the League and to those non-Members who were parties to the Convention, and to emphasise the Committee's recommendations. It requested the Secretary-General to communicate the text of the Convention to the Governments of Nepal and Yemen with a view to their accession, and likewise to propose to the Assembly the vote of the necessary funds for an extraordinary session of the Advisory Committee to be held in 1936."

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VOL. XV., No. 7.

JULY, 1935.

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I.—SUMMARY OF THE MONTH.

July, 1935.

During the month of July the League usually gives special attention to the work of the Intellectual Co-operation Organisation.

This year July was marked by other important meetings, including the Peace Conference in Buenos Aires and the opening of the extraordinary session of the Council.

As regards the dispute between Ethiopia and Italy, the Arbitration Commission was unable to come to a conclusion. The agent of the Ethiopian Government contended that the question of whether Wal-Wal was Ethiopian or Italian territory must be considered in connection with establishing responsibility for the

Wal-Wal incident. The agent of the Italian Government objected to this view. The arbitrators appointed by the Italian Government were of the opinion that this question was excluded from the terms of the arbitration agreement, and therefore was not within the jurisdiction of the Commission. The arbitrators nominated by the Ethiopian Government maintained that the Commission would be surrendering its independence were it to forbid the agent of the Ethiopian Government to state the reasons which led him to consider the Commission free to judge all the relevant circumstances of the incident, notably the question of the ownership of Wal-Wal.

Following these divergencies of opinion, the two arbitrators appointed by the Ethiopian Government considered that the time had come for the selection of a fifth arbitrator in accordance with the Council resolution of May 25th.

The Italian Government proposed to the Ethiopian Government that the work of the Commission should be resumed within the limits of the arbitration agreement, which in its view excluded the question of frontiers. The Ethiopian Government denied ever having agreed to any restriction of the powers of the Arbitration Commission, and asked that the Council be convened to interpret its terms of reference.

In these circumstances, and in conformity with its resolution of May 25th, the Council met in extraordinary session on July 31st.

* * *

The Peace Conference, convened in Buenos Aires, has begun its work with a view to the settlement of the dispute between Bolivia and Paraguay.

* * *

The Committee of Thirteen set up for the purpose of proposing measures to render the League Covenant more effective in the organi-

sation of collective security, noted the reports of its legal, and economic and financial sub-committees.

The Economic and Financial Sub-Committee, instructed to study whether measures could be selected less comprehensive than those prescribed under Article 16 of the Covenant, and that would not disturb the whole economic life of the country concerned, indicated three categories of measures in its report. These, in its opinion, would secure the maximum effect with the minimum of disturbance, all being preventive measures of a more or less deterrent character, namely, an embargo on exports to the treaty-breaker of: (a) arms, munitions and war material; (b) "key-products" required for the manufacture of armaments, the importation of which into a country can be prohibited without seriously interfering with its economic life; (c) other products required for the manufacture of armaments and warlike preparations, but which are also widely employed in industry.

The Committee of Thirteen requested its President to appoint experts who will study the question of "key-products," and invited the delegations to have the legal questions raised in the two reports studied by their jurists.

* * *

The Intellectual Co-operation Committee reviewed the work of its various organs during the past year and drew up a programme of work for the future.

* * *

The Committee for the settlement of the Assyrians of Iraq noted the report of its President on his mission to Iraq and Syria. It chose the region of Gharb, offered by the French Government, for the settlement of Assyrians desiring to leave Iraq, and appealed to Governments for financial assistance.

II.—POLITICAL QUESTIONS.

I. DISPUTE BETWEEN ETHIOPIA AND ITALY.

On July 9th the agent of the Imperial Ethiopian Government with the Conciliation Commission appointed to deal with the dispute between Italy and Ethiopia* sent to the Secretary-General a copy of three awards pronounced that day by the arbitrators of the Italo-Ethiopian Arbitration Commission.

In the first of these the two members of

the Commission appointed by the Italian Government, Count Aldrovandi and M. Montagna, stated that the Ethiopian Government's agent had, some days previously, entered upon an examination before the Commission of the question of the ownership of Wal-Wal, i.e., upon an examination of a frontier question; against this the Italian Government's agent raised an objection. The two members thought the Commission had not power to admit the examination of questions excluded from the Arbitration Agreement, but they declared

* See Monthly Summary, Vol. XV., No. 5, page 112.

their willingness to continue the work of the Commission within the limits of that Agreement. If this suggestion were not accepted, they proposed that the Commission should suspend its proceedings in order to give the two Governments an opportunity of settling the point under dispute.

In the second document, the arbitrators appointed by the Ethiopian Government, M. A. de La Pradelle and Mr. Pitman Potter, while reserving the interlocutory question whether the Commission must exclude the territorial status of Wal-Wal from the questions upon which it is to pronounce, decided that it would be an abdication of the Commission's independence to forbid the agent of the Ethiopian Government to state the reasons which led him to consider that the Commission was free to judge of all the circumstances of the incident and, in particular, the ownership of Wal-Wal.

In the third document, the two Ethiopian Government arbitrators declared that the time had come for the four arbitrators of the Commission to select a fifth arbitrator.

On July 25th, the Italian Government, in a communication to the Secretary-General, stated that it had informed the Ethiopian Government on July 14th that it was prepared to resume the proceedings of the Conciliation Commission, on the understanding that they should remain within the limits of the Arbitration Agreement as interpreted by Italy. On July 23rd, the Italian Government, through the Italian Legation in Addis-Ababa, confirmed its intention and asked the Ethiopian Government whether it intended to adhere to the undertakings entered into in the Arbitration Agreement, and to give instructions to its agent to withdraw the claim put forward by him and thus enable the Commission to continue its work.

On the same day, the Secretary-General received a communication from the Ethiopian Government asking for an early meeting of the Council.

On July 26th, the Secretary-General announced to members of the Council that from information received it did not appear that the four members of the Conciliation and Arbitration Committee had, by July 25th, reached any of the agreements or understandings provided for in the resolution of May 25th. The President of the Council, therefore, notified his colleagues that the extraordinary session contemplated in the resolution would take place; he suggested that they should state

which of the two dates, July 31st or August 1st, they preferred.

On July 27th, the Italian Government sent a further telegram to the Secretary-General. After mentioning its previous communications, it declared that should the Ethiopian Government have officially stated its intentions, the Italian Government would have no difficulty in taking part in the Council meeting on such date as the President might fix; but it considered that in the present state of affairs, the only object of the meeting must be to consider the most suitable methods of enabling the Conciliation and Arbitration Commission definitely to resume its proceedings. Should this not be the case, the Italian Government would state its observations on the subject.

In acknowledging this telegram, which was forwarded to the members of the Council and to the Ethiopian Government, the Secretary-General stated that the document would be included in the Council's provisional agenda and that if a communication were received by him from the Ethiopian Government, it would be forwarded urgently to Italy.

That same day, the President of the Council, in pursuance of the replies to the telegram sent the previous day by the Secretary-General to members of the Council, summoned that body in extraordinary session for July 31st at 5 p.m.

On July 28th, the Ethiopian Government, in a telegram to the Secretary-General, confirmed the application of its delegates to obtain an interpretation of the duties of conciliation and arbitration; that Government denied that it had ever agreed to a limitation of the arbitrators' competence.

The extraordinary session of the Council opened on July 31st at 5 p.m.

The next issue of the Monthly Summary will give an account of the Council's proceedings.

2. DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

In accordance with the protocol signed by Bolivia and Paraguay on June 12th,* the Peace Conference convened for the purpose of settling the Chaco dispute, opened in Buenos Aires on July 1st in the presence of the President of the Argentine Republic, and the Foreign Ministers of Argentina, Bolivia, Paraguay, Chile, Peru and Uruguay.

M. Saavedra Lamas, Minister for Foreign Affairs of the Argentine Republic, was elected President. At his suggestion the Conference

* See Monthly Summary, Vol. XV., No. 6, page 145.

proposed the ratification of the Bolivo-Paraguayan protocol, and a prolongation of the truce, which was due to expire on July 3rd, until security measures had been entirely carried out.

The League of Nations was duly informed of the constitution of the Conference which actually began its work on July 15th.

Mr. Podesta Costa was appointed Secretary-General of the Conference.

Two Committees have been set up by the Conference, one to deal with the repatriation of war prisoners, the other with the constitution of an international commission to determine responsibility for the war.

3. MEASURES TO RENDER THE LEAGUE COVENANT MORE EFFECTIVE IN THE ORGANISATION OF COLLECTIVE SECURITY.

(a) *Work of the Economic and Financial Sub-Committee.*

The Economic and Financial Sub-Committee, which was entrusted by the Committee of Thirteen with the task of considering the economic and financial measures mentioned in the Council's resolution of April 17th, met at Geneva from July 1st to 13th, with M. Caeiro da Matta in the chair.

The Sub-Committee had to study the question whether it would be possible to provide a selection of measures less comprehensive than those prescribed under Article 16 of the Covenant, and not such as to disturb the whole economic life of the country concerned. The Committee of Thirteen, in its instructions to the Sub-Committee, had proposed the following as examples of such measures :

The withholding from the country concerned of supplies of a limited number of key products required for the production of arms and warlike preparations ;

The withholding of any other special classes of supplies (other than food supplies essential for the subsistence of the civilian population) ;

The interruption of the export trade of the country concerned or any special part of it ;

Measures of financial pressure, such as the withholding of credit facilities ;

What will be the means (administrative and legislative) to be used by the participating States in carrying out each measure in the list ?

To what extent and in what conditions the requisite effect can be obtained by arrangements of a regional character or requiring the action of only a limited number of States ?

Relation to the measures proposed of the obligations of the countries concerned under such instruments as commercial and transit

treaties and multilateral conventions dealing with commercial and transit matters.

In a report to the Committee, the Sub-Committee gives the conclusions reached by it. This document states at the outset that, though the measures recommended are to be less comprehensive than those prescribed under Article 16 of the Covenant, and not such as to disturb the whole economic life of the country in question, this does not mean that the economic life of the country subjected to these measures should be safeguarded against any inconveniences whatever. The Committee merely sought to give preference to measures which will secure the maximum of effect with the minimum of disturbance.

These are in general preventive measures of a more or less deterrent character. First come those relating to the withholding of supplies of a limited number of key-products necessary for the production of arms and for the preparation of war, as well as any other products, with the exception of foodstuffs indispensable for the civilian population.

In this connection a distinction may be made between :

(1) Arms, ammunition and implements of war ;

(2) Key-products necessary for the manufacture of armaments, the importation of which into a country can be prohibited without seriously interfering with its economic life ;

(3) Other products, required for the manufacture of armaments and warlike preparations, but also widely employed in industry.

The Sub-Committee did not endeavour to draw up lists of products coming within these three categories. As regards the first category, it referred to the list of arms, munitions and implements of war appearing in the 1925 Convention on the Supervision of the International Trade in Arms and Ammunition, and in Implements of War, and also to that drawn up at the beginning of 1935 by a committee of the Conference for the Reduction and Limitation of Armaments.

The Sub-Committee emphasised that the items in this class were of a kind that had been irrevocably put into warlike form, and that consequently the withholding of such products could not interfere in any degree with economic interests, as such.

The second category might also include certain finished products which contain substances suitable for use in the manufacture or preparation of war materials, or have some other essential use for military purposes. The

Sub-Committee held that the list of these key-products should be drawn up by experts.

In the case of the third category, measures should only be entered upon with the greatest caution and taking into account the requirements of production of a peaceful character. Such measures would only be appropriate if the formation of abnormal stocks of the products in question afforded evidence that a breach of the peace was imminently contemplated.

As regards measures to prevent the entry into a country of other special classes of supplies, the Committee pointed out that it would be a case of exercising pressure. Energetic pressure might, in fact, be applied without seriously inconveniencing economic life, by preventing, for instance, the supply of certain products, such as coffee or codfish, which certain peoples would not be readily disposed to forgo, although from the point of view of their essential requirements, they could easily do so.

The report then deals with the interruption of the export trade of the repudiating State, for the purpose of depriving it, in a greater or less degree, of supplies from abroad.

The next question relates to financial pressure. It is observed that it would not be difficult to prohibit the grant of financial accommodation—whether it be the opening of credit, the public issue of a loan or a short-term credit operation—to a Government repudiating its undertakings.

The Sub-Committee took the view that it was not within its terms of reference to consider the municipal legislation required in order to confer, upon such Governments as do not possess them, the powers required in order to give effect at short notice to the measures contemplated above.

The report then considers the administrative machinery to be established, to prevent the import of the above-mentioned products into the repudiating country, and also how far and under what conditions the desired effect could be obtained by regional agreements involving the intervention of only a limited number of States.

The report observes that the non-participation of a single important producer of a particular product might be sufficient to render the measures relating to the supply of the country in question inoperative. A purely regional arrangement that did not meet this difficulty must be without effect; but possibly the combination of a series of regional agreements might provide the necessary co-operation. In

order to ensure the applicability of the system, it would be important to bring it into harmony with commercial treaties and general conventions concerning maritime and river navigation and transit; this raises certain legal questions.

(b) *Work of the Committee of Thirteen.*

At a session held from July 24th to 29th, the Committee of Thirteen received the reports of its Legal* and of its Economic and Financial Sub-Committees.

* * *

It instructed the Chairman, in consultation with the Secretary-General, to appoint competent experts to investigate the question of the key-products necessary for the manufacture of arms. The work of these experts should be completed by November 30th. They would be asked to state what were the key-products whose import into a country could be prohibited without serious disturbance to economic life.

The Committee also requested the various delegations to refer the points of law raised in the Economic and Financial Sub-Committee's report to their legal advisers.

The Chairman, M. Caeiro da Matta, was authorised by his colleagues to fix the date of the Committee's next session.

4. BROADCAST ADDRESS BY THE SECRETARY-GENERAL.

The following speech was broadcast by M. J. Avenol, Secretary-General of the League, from London on Friday, July 12th:

"I appreciate very much the opportunity given me to broadcast a short message to you to-night.

"I am not a stranger in this country, and, as Secretary-General of the League of Nations, I have considered it a duty to renew periodically my personal contacts with members of your Government. The main purpose of my visit this week was to meet Sir Samuel Hoare on his assuming the distinguished office of Secretary of State for Foreign Affairs. I have had the privilege and benefit of discussing with him, and also with the Prime Minister and Mr. Eden, some of the matters before the League. It is not my function to enter into negotiations. That is the function of the Governments. But as their servant in the League, I have to consult them, as they from time to time consult me, about the way League problems should be approached.

"These are difficult times, requiring all the courage and all the caution of those responsible for the conduct of affairs. The long and arduous tasks ahead of us, if peace is to be effectively

* See Monthly Summary, Vol. XV., No. 6, page 146.

established and prosperity restored, constitute a challenge to all who believe that the only hope of ultimate success is co-ordinated action under collective rules. Of course there will always be ups and downs, and we must preserve our sense of proportion, refusing to allow ourselves to be unduly discouraged, unduly impatient, or, shall I add, unduly elated. But what will be the alternative if we discard the rules of the Covenant in international relations? In present-day conditions it would mean chaos. Whatever you may think about the League, it remains the only actual expression of the practical need for States to seek together, on a basis of mutual obligation, saner and safer ways of international adjustment.

"There is no reason to despair when it is faced with a setback, and there is still less reason to forget its considerable achievements. It has shown that it *can* respond to present needs, and there are millions throughout the world who look to it to do so. Did anyone ever suppose that the progress of the League would always be plain sailing?

"So far as this great country is concerned, I have yet to find in its history any sign of its

being daunted by difficult or dangerous situations, and having based its policy on the League; it is not in its nature to turn aside when obstacles arise. It has given many proofs that its responsible leaders have the support of a great and mature public opinion in their resolve to contribute all in their power to the maintenance and development of peace through the League.

"I have never altogether believed in Great Britain's self-accusation of 'muddling through.' Its undiminished energy and enterprise belie it. But there is a human element of truth in the expression, and why should we pretend that a human institution like the League is altogether free from it? What is essential is that the League should be inspired by faith, courage, and tenacity. This inspiration may be a British contribution. I am quite certain that so long as this country and all the nations of the British Commonwealth, acting with other States of like mind, adhere to their policy of supporting the League, we can go forward with confidence. Remember that this generation is shaping the world's destinies for a long time to come. It is a great responsibility. I have no fear that the British people will fail to face it."

III.—INTELLECTUAL CO-OPERATION.

THE INTELLECTUAL CO-OPERATION ORGANISATION.

From July 8th to 20th the League's activity was in a large measure devoted to the work of intellectual co-operation.

There were successively meetings of the Liaison Committee of Major International Associations (July 8th to 9th), the Advisory Committee on League of Nations Teaching (July 10th to 11th), the Executive Committee of the International Committee (July 12th to 13th), the International Committee on Intellectual Co-operation itself (July 15th to 20th), and the Governing Body and Directors' Committee of the International Institute of Intellectual Co-operation (July 20th).

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At its 17th Session, the Intellectual Co-operation Committee reviewed the work accomplished in the past year by the various bodies connected with it: expert committees and sub-committees, the International Institute of Intellectual Co-operation, the International Institute of Educational Cinematography, the International Museums Office, etc.

The Committee learnt with regret of the resignation on grounds of health of M. Loder (Dutch), former President of the Permanent Court of International Justice, and expressed its thanks to him for his services to intellectual co-operation. It welcomed three new members: M. C. Biaobrzski, Professor of Physics in

Warsaw University; M. V. Osinski, Vice-President of the National Commission on the Five-Year Plan (U.S.S.R.), and Mme. Cécile de Tormay, authoress and historian.

I. Teaching.

A. Liaison Committee of Major International Associations.

For the first time since its foundation in 1925, the Liaison Committee of Major International Associations concerned with the spread of the peace spirit amongst the young and with the organisation of peace itself, met at Geneva, with Monseigneur Beaupin, delegate of the Catholic Union for International Education, in the Chair.

The main purpose of this Committee is to promote an exchange of views among its members, to encourage the pursuit of studies in common and to suggest practical methods of carrying them out. The Committee dealt in particular with the extension of its relations in the Near and Far East, and decided to institute an enquiry into the activities of the international associations in those parts of the world, the connections they have established and their means of action. It considered the possibility of inviting members of Eastern organisations to its meetings and of developing its relations with national Intellectual Co-operation Committees in eastern countries and especially in China, India and Japan.

The Committee discussed the means of

securing better co-operation with the League of Nations, the Intellectual Co-operation Organisation and the International Labour Office.

It then turned to the problem of unemployment among the young. On this subject it had sent a memorandum to the last International Labour Conference. The representatives of the International Labour Office informed it of the results of this step, which were quite appreciable, as the Conference's recommendations show.

B. Advisory Committee on League of Nations Teaching.

(a) Teaching of the aims of the League.

This Committee discussed the fundamental principles of such teaching. In its opinion, instruction on international relations should endeavour to give young people a practical knowledge of the reality of international life and an insight into the international aspects of various contemporary problems. It should further have a moral bearing and attempt to develop the notions of justice and solidarity.

The Committee held that for the moment special attention should be given to the teaching of history, geography and modern languages; in these subjects the importance of contemporary international life can best be brought out.

The Committee considered that besides promoting instruction in the organisation and activity of the League of Nations, it should also strive to create a certain "spirit," a certain "international sense" which should pervade instruction as a whole. It decided to ask the advice of specialists in the teaching of history and geography and of modern languages on this point.

The information collected by the Secretariat as the result of these consultations will enable the Committee, at its next session, to decide as to its line of action and as to the nature of the co-operation which it should endeavour to secure.

(b) Teaching of international relations in Universities.

The Committee was informed of the progress of the Secretariat's enquiry into the teaching given in universities on international relations. It was pleased to note that the various bodies consulted in twenty-two countries had supplied information from which Professor S. H. Bailey of the London School of Economics had undertaken to prepare a comparative study.

It was also glad to learn that the enquiry had been conducted in co-operation with the Permanent Conference on Higher International

Studies, and again approved the principle of such co-operation.

(c) Study Tours of Educational Experts.

The Committee noted a resolution of the Liaison Committee of Major International Associations proposing that the Intellectual Co-operation Organisation should undertake the arrangements for study-tours in different countries by groups of teachers, who would thus gain familiarity with the methods employed for League of Nations teaching. The proposal was approved and it was considered that the organisation of these study-tours would in some respects be similar to the exchange of health officials carried out by the Health Organisation of the League. It would still more resemble the visit paid by Chinese educators to Europe under the auspices of the Paris Institute of Intellectual Co-operation.

Being convinced that such tours would assist the work of consultation and enquiry undertaken by the Secretariat to facilitate League of Nations teaching and international co-operation, the Committee expressed the hope that the Assembly would agree to grant funds for the purpose.

* * *

The Committee also considered the part that libraries might play in making League publications better known. It was informed of the preparation of a volume on the aims, organisation and work of the League. The plan of this was approved. It recommended that popular manuals should be prepared and propaganda films and lantern slides made on the same subject.

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The Intellectual Co-operation Committee approved the various recommendations and resolutions of the Advisory Committee on League of Nations Teaching.

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C. Revision of School Text-books.

Last year, M. Emile Borel, member of the French Institute, asked the International Institute of Intellectual Co-operation to prepare a model bilateral agreement which the Committee would make available to such States as might announce that they were ready to remove or diminish the occasions of dispute that might arise out of the interpretation given to certain events of history by the educational text-books in use in their country. This model agreement, which the Institute of Intellectual Co-operation has submitted to lawyers and to historians for their opinion,

gave rise to an extensive discussion on the notion of truth in the science of history.

From this discussion it appeared that as the systems of teaching were not the same in all countries, several such agreements should be prepared. In this way States in which free education exists and remains independent, Federal States like the United States and Switzerland and also States which maintain a strict governmental supervision over education could give their accession.

After noting what was being done in the same field through the agency of international committees, and national and international organisations, historians and organisations of teachers and educators, the Committee decided to submit to the Assembly a declaration of principle which might more readily gain acceptance than a convention that might give rise to many objections, asking that, after consideration by the Assembly, this declaration might be opened for signature by Members and non-Members of the League. It relates to the revision of school text-books and to the issue by Governments of instructions recommending the competent authorities :

(a) to devote as much time as possible to the teaching of the history of other nations ;

(b) to endeavour to exclude from history text-books any unfriendly criticism of other nations ;

(c) to lay stress in general history on facts tending to encourage a good understanding and co-operation between nations.

In this connection the Director of the Institute referred to the fact that certain countries, and in particular France and Germany, were proceeding to a reciprocal revision of their school text-books.

The Committee then took note of the enquiry being carried out by the Institute into the history text-books used in a certain number of countries, with a view to collecting and publishing chapters or passages illustrating the progress already made in the teaching of history. The Institute has turned for aid to some of the national committees. Six of these, the Danish, Finnish, Dutch, Swedish, French and Norwegian have already replied to its application. In the United States the American Council of Education has entrusted to a qualified person the preparation of a report on the text-books in use.

II. *International Relations.*

A. *Conversations and Open Letters.*

The "Conversations" and "Open Letters" which have for some time been a feature of the

Intellectual Co-operation Organisation's work were continued during the past year. There was a Conversation in Venice* on contemporary "Art and Reality" and "Art and the State," and one at Nice† on "The Training of Modern Man and the Methods of Education."

The Committee considered that this work had been of great value and that the two last Conversations were a source from which further subjects of discussion might be drawn. It instructed the Institute, if possible, to arrange for further meetings of the same character.

As regards the Open Letters, the Institute of Intellectual Co-operation has published a new volume containing letters on "Civilisations," "East and West" and "The Northern and the Latin Mind."

Last year, the Committee decided to take up in these Open Letters the establishment of contact between Eastern and Western civilisations. The discussion was begun by two letters from Professor Gilbert Murray and the Hindu poet, Rabindranath Tagore.

The Committee suggested that the Committee on Arts and Letters should, at its next session in 1936, take stock of the points in the programme published by it in 1931 which had now been studied.

B. *Scientific Study of International Relations.*

The eighth session of the Permanent International Studies Conference, which met this year in London, was devoted to the organisation of collective security. The work done by the national groups during the past two years contributed to the success of the undertaking. The whole conception of inter-state relations came under discussion : the prevention of war, peaceful methods of eliminating sources of dispute, the evolution of the ideas of sovereignty and neutrality, etc.

The next Conference will take place in 1937, and will have as a subject of study : the peaceful settlement of disputes as applied to certain international problems.

On being informed of the work of the Conference, the Intellectual Co-operation Committee laid stress on the special interest that, from the point of view of the League, attaches to the scientific study of international relations as pursued with the assistance of the Intellectual Co-operation Organisation since 1931. It noted with satisfaction that there was a growing tendency to establish research centres wholly devoted to an objective and disinterested

* See Monthly Summary, 1934, Vol. XIV., No. 7, page 170.

† See Monthly Summary, 1935, Vol. XV., No. 4, page 93.

study of the relations between peoples, and trusted that the Institute would serve to establish a still closer connection between national study centres, thus enabling them to render one another profitable assistance in their investigations.

C. *Broadcasting and Peace.*

The draft Convention for the Use of Broadcasting in the Cause of Peace drawn up at the request of the Assembly of the League by the Institute of Intellectual Co-operation was subjected to a first study by Governments in 1934. It was then amended in accordance with observations made by them. Since its presentation to Governments for the second time, 26 replies have been sent in. The Committee therefore decided to submit the Draft Convention to the Assembly, leaving it to select the most expeditious method of obtaining signatures.

The Committee stressed the fact that it had always given special interest to the problem of broadcasting and peace, not only with a view to preventing abuses of this means of communication and consequent harm to international relations, but also to improving such relations by talks on the subject of closer communication between peoples. It was glad to observe that these efforts had already proved of assistance to certain South American Governments, in particular, in drafting special Conventions on the subject.

D. *Intellectual Agreements.*

The Committee dealt with bi-lateral and regional intellectual agreements concluded in recent times. About twenty-five such treaties have been signed since the war, but including earlier agreements the total is nearly eighty. They relate especially to exchanges of university teachers and students, to the practice of the liberal professions, to the enforcement of compulsory school attendance, to the creation of professorships, etc.

Recently, however, a new type of bi-lateral agreement has made its appearance, covering all the intellectual relations between two countries. Such agreements exist in Europe, where the principal signatory countries are Austria, Belgium, France, Hungary, Italy, and Poland; and, in America, between Brazil and the Argentine.

E. *International Co-operation in Political and Social Sciences.*

The Committee was glad to learn that the Institute of Intellectual Co-operation had taken steps to extend the activities of the Organisation in the domain of social and poli-

tical sciences by arranging for an enquiry into the study of international relations in various countries, in accordance with a plan prepared by the American Intellectual Co-operation Committee, and for the investigation of a subject such as the adaptation of mechanisation to the conditions of human labour.

This question was already on the Intellectual Co-operation Committee's agenda last year, and the Committee asked the Institute to co-operate with the International Labour Office in framing a plan for an investigation of certain effects of mechanisation on human life.

The Committee held that expert advice was necessary in order to fix the limits of the problem and to decide what points were suitable for a more detailed enquiry. It instructed the Institute to act in agreement with the International Labour Office in consulting experts for the above purpose.

F. *Influence of Press Information.*

The Intellectual Co-operation Committee had referred to it by the Council of the League a resolution asking it to consider what action should be taken on a proposal of the Madrid Press Conference of 1933 concerning the effects of news published in the Press at times of political crisis.

After consideration, the Committee took the view that the question was not one which came within its programme of work.

III. *General Questions of Intellectual Co-operation.*

A. *The Cinematograph.*

The Committee was informed of the enquiry undertaken by the Paris Institute into the intellectual role of the cinema. This enquiry is confined to the imaginative side of cinematography, relating to the producing of original films or films taken from novels or plays.

A certain number of authors, scenario writers, producers, critics and cinema experts in Austria, the United Kingdom, France, Germany, Hungary, Italy, U.S.A. and U.S.S.R. were consulted. The Committee will be informed later of the replies which reach the Institute. This enquiry, conducted in collaboration with the Rome Institute of Cinematography, may lead to the arranging of a Conversation on the intellectual role of the cinema.

The Committee also learned what had been done by the International Institute of Educational Cinematography, the International Labour Office and the Secretariat of the Intellectual Co-operation Organisation to encourage the production of short films on the activities of the League and of the bodies dependent on it.

B. Documentation.

The Committee took note of the proposed "International Guide to Documentation" prepared by the International Institute of Intellectual Co-operation and requested the Institute to proceed with its work, expressing the hope that international unions of bodies dealing with documentation may be established in many countries.

The Committee also instructed the Institute to invite a certain number of experts in documentation to the next meeting of the Committee of Library Experts, in order that a connection may be established between these classes of specialists.

C. Collaboration of the Intellectual Co-operation Organisation with the Chinese Government.

Pursuing its programme of collaboration with the Chinese Government, the Institute of Intellectual Co-operation last year asked M. Jean Escarra, Professor at the Faculty of Law in Paris, to prepare, while on a visit to China and with the approval of the Central Government, a special study on the science and teaching of law in that country. The Committee decided on the publication of this study, which leads up to concrete conclusions regarding the reforms which it would be desirable to introduce in the teaching of the subject.

The Committee was also informed of what had been observed by M. Haas, Director of the Communications and Transit Section, during his stay in China. M. Haas gave information as to the working of the International Employment Bureau for Intellectual and Technical Workers, which has been operating in Nanking since last November. The main purpose of this Bureau is to facilitate the training of Chinese students and their employment in posts within the country that require special intellectual or technical qualifications. The Bureau will subsequently have branches in Europe, but the Chinese Government decided that this point in its general programme should be deferred till later.

The Intellectual Co-operation Committee held that such a permanent contact between the Nanking Bureau and Western organisations should be established, but that meanwhile the national organisations already existing in Europe and America, which had been especially established to assist Chinese students, would continue to fulfil the duties that will subsequently be taken over by the liaison bureaux.

D. Series of Ethnographical and Historical Works on the Origins of the American States.

At its last session the League Assembly was

apprised of a proposal put forward by M. Levillier (Argentine) that the International Institute of Intellectual Co-operation should be invited to arrange for the publication of a series of original works on the native civilisations of America and a similar series on the discoveries and on the history of America in the sixteenth century.

Having approved of this proposal, the Assembly instructed the Institute to draw up, in collaboration with specially qualified personalities, a scientific and a financial plan of the work in question.

Accordingly the Institute convened a small committee of Americanists, which met on December 5th, 1934, and on February 8th and 14th, 1935. This Committee considered that, in the successful carrying out of an undertaking of this scale, the Intellectual Co-operation Organisation would greatly assist the promotion of a knowledge of American culture and its origins, and would dissipate ignorance and misunderstandings.

The plan is divided into two main sections. The first relates to the native civilisation of America; a summary of the contents of fourteen volumes has been drafted. The second section deals with the outstanding discoveries and with the history of America before and during the sixteenth and at the beginning of the seventeenth centuries. It has been subdivided into five principal periods. About fifty volumes are envisaged, some dealing with history proper, others devoted to synthetic surveys of the various characteristic aspects of the period to be studied.

After being informed of the preliminary work done on the subject by the Institute of Intellectual Co-operation with the help of a number of American experts, the Committee instructed the Institute to submit to the Assembly a financial and scientific plan of the undertaking. The Committee emphasised the provisional nature of the work which, if its continuance is approved by the Assembly and in so far as the necessary funds are granted, will be reconsidered with a view to fixing a final plan for the collection.

IV. Exact and Natural Sciences.

A. Relations with the International Council of Scientific Unions.

The general meeting of the International Council of Scientific Unions, held in Brussels in July, 1934, appointed a Committee to study the possibility of undertaking the duties of an advisory body on scientific questions within the Intellectual Co-operation Organisation.

A mixed Committee, consisting of representatives of the International Council and of the Intellectual Co-operation Committee, met during the session and prepared a draft which may serve as a basis for negotiations between the two bodies. According to the draft, the Council of the Unions might become one of the advisory organisms of the League. The Executive Committee was requested to continue the negotiations with a view to reaching an agreement.

B. *International Radio-Biological Centre.*

The Committee received the report prepared by the Institute of Intellectual Co-operation on the request for support made by the International Radio-Biological Centre in Venice, and took note of the wish expressed in 1934 by the first International Congress on Radio-Biology for the establishment of an international centre in Venice. The Committee expressed the hope that effective collaboration might be established between this centre and the institutions for intellectual co-operation, and recommended that the Assembly of the League should consider the possibility of drawing the benevolent attention of States Members of the League to the establishment of the Venice centre.

V. *Libraries and Archives.*

The Committee emphasised the importance of the enquiry undertaken by the Institute of Intellectual Co-operation into the duties and professional training of librarians, the results of which have just been published.

The Committee begged the Institute to make a further study of the question of the building and equipment of libraries. Being desirous of promoting a better organisation of libraries and of reading by the general public, it recommended that a similar enquiry should be undertaken in regard to the former, similar to that successfully carried out in the case of museums and resulting in the publication of two volumes of general museography.

VI. *Literature.*

The Committee was informed of the volumes that had appeared or were to be published in the Latin-American collection: *Chilian Historians*; *Letters and Speeches of Bolivar*; *The Diamond in Brazil*; *The Essays of José Martí*; *Don Casmurro*, by Machado de Assis; *Facundo*, by Sarmiento.

A proposal was also put forward by Professor Anesaki (Japan) for the publication in English and French of a collection of works to enable the literature of Japan and various aspects of Japanese culture to become known.

The Committee agreed that a publication of

such a nature would be of great interest. It considered the proposal was a valuable one and approved the selection of the *Hai Kai* of Baschö and his followers as the first volume to be published.

This new publication would in general be organised on the same lines as the Spanish-American collection: a Publication Committee would be formed, a special fund allotted to the collection and a plan of publication carefully elaborated.

VII. *Fine Arts.*

A. *International Museums Office.*

The satisfactory results obtained by the Office for a number of years enable an idea to be formed of the nature of its work, the international contacts which it has established and the services it is capable of rendering. The Conferences held in Rome (Preservation of Paintings), in Athens (Preservation of Artistic and Historical Monuments) and in Madrid (General Museography) mark successive stages in the Office's development, constituting in each case a step forward in international co-ordination as applied to works of art and historical monuments, to the law and to administrative practice on the subject, and to the various aspects of museography.

The Committee took note of the work done by the Conference held in Madrid from October 28th to November 4th, 1934, by the International Museums Office, and thanked the Spanish Government and the Spanish General Directorate of Fine Arts for their generous assistance, which enabled this important meeting to be arranged.

The result is to be found in two volumes which the Institute has just published and which form the first international treatise on Museography. This work is the fruit of experience acquired in a large number of countries and by a still larger number of conservators of museums.

The next Conference will deal with archaeological excavations.

The Committee was also informed of the sympathetic reception given by most Governments consulted to the draft international Convention on the repatriation of paleontological, archaeological, historical or artistic objects of interest that have been stolen or illicitly alienated or exported.

In reply to many requests that had reached the International Museums Office, the Committee asked the Council and the Assembly to draw the attention of States to the desirability of concluding, through the agency of the International Museums Office, an international

agreement providing international regulations for art exhibitions and taking into consideration the necessity of the conservation and security of the works of art exhibited and of avoiding overlapping in the organisation of international exhibitions.

B. International Office of Institutes of Archaeology and of the History of Art.

More than a hundred University or similar institutes have already become members of the Office, although it has not yet been two years in existence. The interest shown in this new form of international collaboration between Institutes dealing with the same problems has extended to countries outside Europe. Numerous accessions have been received, in particular from the United States of America.

The Bulletin published by the Office serves as a means of communication and endeavours to supply members with information on the organisation and equipment of existing Institutes and on their programme of work.

C. Popular Arts.

In continuation of its enquiry into popular music and songs, the Paris Institute in 1934 published the first volume of information collected on the subject. This deals with the following countries: Belgium, United Kingdom, Czechoslovakia, Esthonia, Finland, France, Germany, Netherlands Indies, Italy, Latvia, Luxemburg, Mexico, Netherlands, Norway, Poland, Rumania, and Sweden. The information relates solely to the work done by experts in each country to preserve treasures of popular music and songs.

A second volume is being prepared and will give the same information concerning Australia, Austria, Bulgaria, Denmark, Greece, Hungary, Switzerland, Syria, United States of America and certain other countries. The vast amount of material available in the important international collections of Berlin, Paris and Vienna, which are particularly rich in foreign music, will also be made known.

VIII. Intellectual Rights.

The Committee received an account of the work of the Committee on Intellectual Rights which met at Brussels in May, 1935. In view of the approach of the diplomatic conference which, in 1936, is to revise the Berne Union Convention, the Intellectual Rights Committee considered that the Intellectual Co-operation Organisation might use its influence for the development of certain legal principles that are not yet established: moral rights, payment for the reproduction of works no longer protected by copyright, "droit de suite," etc.

The Committee also considered the question of harmonising the Berne and Havana Conventions on the protection of literary and artistic property and held that the preliminary study made by the Institute of International Co-operation, with the help of the Rome International Institute for the Unification of Private Law, had shown that further efforts and investigations were still necessary. It recommended that the Assembly should entrust to the two Institutes, acting jointly, the task of selecting the most appropriate method of continuing their studies and their endeavours to secure the adoption of a general agreement ensuring effective protection for intellectual property both in Europe and in America.

Stress was also laid on the desirability of establishing contact between the two above-mentioned Institutes and the special Pan-American Committee set up at Montevideo. The Committee hoped that the League might be informed of the results in sufficient time for them to be made available for the revision of the Berne Convention by the Brussels Conference in 1936.

IX. National Committees and State Delegates.

This year the Committee invited representatives of four National Intellectual Co-operation Committees (South Africa, Iceland, Latvia and Luxemburg) to attend its 17th Session. It received an account of the activities of each of these Committees and emphasised the importance of the results attained, trusting that the Secretariat of the League of Nations and the Institute of Intellectual Co-operation would promote the establishment of further National Committees.

The Committee considered the question of the General Conference of Intellectual Co-operation Committees to take place in Paris in 1937, and noted that favourable replies had been received to the circular letter sent out by the Institute from about thirty National Committees. The Committee instructed the Executive Committee to prepare the agenda of the Conference in time for it to be communicated to National Committees at least one year in advance.

The Committee drew the Assembly's attention to this coming meeting of Intellectual Co-operation Committees and to the invitation given by M. Herriot in the name of the French Government in the hope that Intellectual Co-operation would play a large part in the Paris International Exhibition. The Institute was instructed to get into touch with the French Committee, with the General

Commissioner of the Exhibition and with all competent authorities, with a view to making all arrangements for the holding of the Conference in close connection with the Exhibition of Technical Arts in Modern Life.

X. International Institute of Educational Cinematography.

The Committee received a report from M. de Michelis, Chairman of the Governing Body of the International Labour Office, on the work of the Rome International Institute of Educational Cinematography during the past year.

This Institute has made increased efforts to secure the introduction of the cinematograph into schools and its adoption as a means of social propaganda. In order that it may have at its disposal the means of forwarding this new task, the Cinematographic Institute has completely transformed its monthly publication, *International Review of Cinematography*, which has now become the "Interciné." This publication, without neglecting in any way the present-day problems of the cinema in training and in education, is endeavouring to place the general question of cinematography on a high intellectual level. The Cinematographic Institute decided in May, 1935, to extend the scope of its activity and to set up an advisory committee and a centre for questions relating to television. This centre, which is to act as executive organ of the Committee just mentioned, is in process of formation. It will be provided with an experimental transmission station. Its annual budget has already been guaranteed by the Italian Government. Finally, the first edition, in Italian, of the General Encyclopædia of the Cinema will shortly be published.

The Committee was glad to learn the above information and emphasised the importance of close collaboration on the subject of television between the various bodies concerned.

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The Committee unanimously desired to thank the French Government for the support which it gives to the work of intellectual rapprochement by enabling the Paris Institute, founded on the suggestion of France, to continue its activities.

The following Associations were represented at the meeting of the Liaison Committee of Major International Associations:—

International Alliance of Women's Suffrage and Equal Citizenship;

World Alliance for International Friendship through the Churches;

World's Young Women's Christian Associations;

World's Alliance of Young Men's Christian Associations;

Boy Scouts' International Bureau;

International Bureau of Education;

International Conference of Associations of Disabled Soldiers and ex-Service Men (CIAMAC);

Universal Christian Conference on Life and Work;

International Council of Women;

Carnegie Endowment for International Peace;

World Federation of Education Associations;

International Federation of Home and School;

International Federation of University Women;

The Society of Friends (Quakers);

Catholic Union for International Education;

Catholic International Union for Social Service;

International University Federation for the League of Nations;

Save the Children International Union.

The following attended the meeting of the Advisory Committee for League of Nations Teaching:

Professor Gilbert Murray (Chairman) (English); Professor J. Castillejo (Spanish); Mr. Malcolm Davis (American); M. Waldo Leland (American); Mme. Dreyfus-Barney (French); Professor Felice Rimondini (Italian); M. G. Bolkenstein (Dutch); M. C. Bougle (French); M. I. Nielsen (Danish); M. Emmanuel Radl (Czechoslovak); Mr. A. Zimmermann (English); M. Jean Piaget (Swiss); M. Th. Ruysen (French); M. Gonzalo Zaldumbide (Ecuador); M. G. Finnbogason (Icelandic); Dr. G. W. Eybers (South African); M. E. Blese (Latvian); and M. N. Braunshausen (Luxemburg).

The following attended the Session of the International Committee:

Professor Gilbert Murray (Chairman), Professor of Greek in Oxford University.

M. Anesaki, Member of the Imperial Academy, Tokyo.

M. G. Biaobrzski, Professor of Physics in Warsaw University.

M. Emile Borel, Member of the French Institute.

M. J. Castillejo, Professor of the Institutions of Roman Law at the University of Madrid.

M. Julio Dantas, Former Minister, Inspector General of Libraries and Archives, Lisbon.

M. Edouard Herriot, Former Prime Minister of France, Chairman of the Governing Body of the Institute of Intellectual Co-operation.

M. Hou Tien-She, Director of the Chinese International Library, Geneva; assisted by

Professor Li Ssou K'wang, Director of the Geological Institute of the Academia Sinica.

M. Huizinga, Professor of History in Leyden University.

M. Börje Knos, Secretary of State.

Dr. Waldo Leland, Permanent Secretary of the American Council of Learned Societies and Vice-President of the International Academic Union, representing the American National Intellectual Co-operation Committee; assisted by Mr. Malcolm Davis, Director of the Carnegie Foundation, Paris.

M. de Michelis, Senator and Ambassador.

M. Oprescu, Professor of the History of Art in Bucarest University.

M. V. Osinsky, Member of the Academy of Science of the U.S.S.R. and Head of the Central Statistical Service.

Sir Sarvapalli Radhakrishnan, Professor of Philosophy in Andhra University, Waltair (India).

M. G. de Reynold, Professor in Berne University and President of the Swiss Intellectual Co-operation Committee.

M. Rivas Vicuna, Professor in Santiago University (Chile). Ambassador in Rome.

M. Srbik, Professor of History in Vienna University.

M. Susta, Professor of General History in

the Charles University, Prague; former Minister of Education.

Mme. Cécile de Tormay, Authoress and Historian.

For scientific questions:

M. Cabrera, Professor of Physics in Madrid University.

M. Jean Gerard, Secretary-General of the International Union of Chemists.

Questions concerning co-operation with China:

M. Paul Langevin, Professor at the Sorbonne.

Members of the Executive Committee:

Sir Frank Heath, Honorary Director of the Universities Bureau of the British Empire; Fellow of University College, London.

M. Julien Cain, Director of the *Bibliothèque Nationale*, Paris.

Representing the International Labour Office:

M. F. Maurette, Assistant Director.

Representing the International Institute of Intellectual Co-operation:

M. H. Bonnet, Director.

M. D. Secretan, Secretary.

Secretariat of the League of Nations:

M. Pilotti, Deputy Secretary-General in charge of the Section on International Bureaux and Intellectual Co-operation.

M. de Montenach, Secretary of the Intellectual Co-operation Organisation.

IV.—LEGAL AND CONSTITUTIONAL QUESTIONS.

I. COMPOSITION AND WORKING OF LEAGUE COMMITTEES.

The Committee invited by the Council to study the constitution, procedure and practice of League committees with a view to recommending any corrections, adjustments or improvements has just published its report, which is analysed below.*

After considering the general principles more or less uniformly applicable to all League committees, the Committee dealt with the various technical organisations in succession.

It did not discuss the two permanent committees established in accordance with the Covenant (Mandates Commission and Permanent Advisory Commission on Military, Naval and Air Questions) and commissions, committees or bodies wholly or partly appointed by the Assembly, the internal committees of the Council and those which deal with the domestic administration of the League.

* * *

Before formulating its conclusions, the Com-

mittee thought it necessary to make certain general observations on the nature of the duties incumbent on the League's technical organisations. On this point the report states as follows:

"The League is essentially a Governmental organisation. Its constituent Members are countries as represented by their Governments. Its progress depends upon the effective desire of the Governments to use its machinery, and upon the possibilities of securing an adjustment of national policies within the spheres in which co-ordinated and co-operative international action is required; and practical action, to give effect to the work arranged through the League, is in most cases only possible through the executive machinery of the national Governments.

"It is an essential part of the League's task, in accomplishing this co-operative function, to make available the assistance and advice of experts who are able to study the various problems from an international and scientific point of view. Such expert studies must, if they are to be useful, include an adequate knowledge of the problems themselves and of those features of national policy which form an integral part of those problems. This means that such experts must often partake, in very varying measures according to the nature of their work, of the

* See Monthly Summary, 1935, Vol. XV., No. 6, page 153.

character of national representatives. Where the problem is essentially scientific (as in the case of medical investigations or some forms of economic intelligence), the experts will not be 'national' though of different nationalities. Where the problem is that of securing the co-operation of several countries in assisting a country in special distress (as in the League reconstruction schemes), the experts will need to know enough of the policies of the different co-operating countries to realise the possibilities of effective action. Where the work (as in the case of the Economic Committee) consists essentially in co-ordinating and adjusting national commercial policies, the experts will need to be intimately associated with those policies and to be capable of influencing them."

Several conclusions were drawn from the above general considerations. Thus the Committee holds that the most important condition of effective work by the League's technical organisations is that Governments should desire to make full use of them, for assistance in dealing with the problems and the difficulties with which they are confronted.

"If a given problem is ripe for international action, if the internal policies are sufficiently elastic and capable of modification to make such action possible, and if the Governments definitely desire it, real progress will be made. The existing machinery can be effectively used, and where required it can be rapidly adapted.

"Where, however, these conditions do not exist, no possible machinery can do much useful work."

In this connection the Committee made it clear that, in its view, it is not any defects in the League's machinery which have restricted the action of the League's technical organisations.

"These organisations are based upon a combination of Government representation with experts chosen by the League as having both expert knowledge and an intimate connection with governmental policies.

The use of experts of this kind has several great advantages. They are much more useful than whole-time employees of the League could be; for an essential element in their advice is that it should be adjusted to the possibilities of national action; and no one whose work was wholly or mainly outside his own country could give this advice. It is also valuable because such experts bring not only a knowledge of what is possible, but can afterwards exert a personal influence in their own countries. It is also very economical, since it enables the League to utilise experts of the highest quality, without any expense except for travelling and subsistence."

The Committee considers that the essential principles of the League's technical organisation as established in 1920 are the right ones, provided that there is better co-ordination. Never-

theless it finds that there are certain defects in detail which should be corrected. Thus it makes a number of certain general recommendations. On this subject the report states that:

"(a) It is essential that both the effective initiative and the control in regard to the undertaking and carrying out of different tasks should be in the hands of the Governments. The Council and the Assembly will constitutionally be in supreme control, but it is expedient that, within the general framework of action approved by them, specialised bodies of Government representatives should control different spheres of work.

"It is within the lines so determined that 'expert' or 'technical' bodies must work.

"A technical committee must not be prevented from bringing a given question to the notice of the Council or Assembly and proceeding, for that purpose, to discuss it in a preliminary fashion. Such preliminary discussion, however, should not proceed to the point of committing the League to new responsibilities (establishing new organs, enquiries, etc.) until the authority of the Council or Assembly has been given.

"(b) It is desirable that adequate provision should be made in each case for some change in the personnel of the different committees.

"It is, in particular, essential that the membership should change in such a way as to ensure that it comprises at all times the requisite experience and influence. It is not enough that a member once had active responsibility in his own country; he will lose his value to the League in proportion as he ceases to exercise it. With regard in particular to oversea countries, the Committee would think it regrettable if purely budgetary considerations were an absolute bar to the selection of members normally resident in their own countries."

With a view to securing the required changes in the membership of committees appointed by the Council or Assembly, the Committee makes the following general suggestions as to the period of existence of committees, the term of office of their members, the appointment of the chairman, etc.

After thus defining the constitution and procedure and practice of committees in general, attention is given to a certain number of organisations: the Economic Committee, the Financial Committee, the Communications and Transit Organisation, the Health Organisation, the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs, the Advisory Commission for the Protection and Welfare of Children and Young People, and the Intellectual Co-operation Organisation. The Committee indicates the changes which in its view might be made in each of these bodies with a view to a better co-ordination of work and to avoid overlapping.

2. INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

The Treaties and International Engagements registered by the Secretariat of the League during July include :

An exchange of notes between Germany and Great Britain and Northern Ireland regarding the limitation of naval armaments (London, June 18th, 1935), presented by the United Kingdom ;

A convention between Persia and Switzerland, regarding conditions of residence and business, completed by a declaration concerning free judicial assistance and the "*Cautio iudicatum solvi*" signed at Berne, April 25th, 1934, presented by Switzerland ;

A commercial agreement between Finland and Turkey signed at Ankara, June 6th, 1935, presented by Finland ;

An agreement between Germany and Denmark regarding the reciprocal exchange of goods, signed at Berlin, January 24th, 1935, presented by Denmark ;

An exchange of notes between Great Britain and Northern Ireland and Italy constituting a provisional agreement regulating imports from the United Kingdom into Italy (Rome, March 18th, 1935), presented by the United Kingdom ;

An exchange of notes between Great Britain and Northern Ireland and Czechoslovakia in regard to passports for seamen (London, February 13th and March 4th, 1935), presented by the United Kingdom ;

An agreement between Brazil and Great Britain and Northern Ireland, respecting commercial payments, signed at Rio de Janeiro, March 27th, 1935, presented by the United Kingdom ;

An agreement between Italy and Sweden regarding commercial exchanges between the two countries, signed at Rome, June 24th, 1935, presented by Sweden ;

A convention between Italy and Sweden for the settlement of payments resulting from commercial exchanges between the two countries signed at Rome, June 24th, 1935, presented by Sweden ;

An agreement between Germany and Sweden concerning certain modifications to be made in the conventions concluded between the two countries on December 22nd, 1934, regarding the regime of payments, Reich loans and transfers, signed at Berlin, July 19th, 1935, presented by Sweden ;

A parcel post agreement between the Post Office of the United States of America and the Post Office of Malaya, signed at Kuala Lumpur, January 21st, 1935, and at Washington, March 22nd, 1935, presented by the United States of America ;

A convention between the Argentine Republic and Great Britain and Northern Ireland in regard to compensation for accidents to workmen, signed at Buenos Aires, November 15th, 1929, presented by the United Kingdom ;

An exchange of notes relating to land tenure and taxation in the former British concessions at Hankow and Kiukiang, signed at Nanking, October 27th, 1934, presented by the United Kingdom ;

An exchange of notes between Great Britain and Northern Ireland and France, constituting an arrangement regarding certain matters affecting the administration of the New Hebrides (London, January 31st, 1935), presented by the United Kingdom.

V.—PROTECTION OF MINORITIES.

SETTLEMENT OF THE ASSYRIANS OF IRAQ.

The Committee instructed by the Council to deal with the settlement of the Assyrians of Iraq met in Geneva from July 10th to 13th, under the chairmanship of M. Lopez Olivan (Spain).

Last April the Council authorised M. Olivan to visit Iraq and Syria in order to facilitate the speedy execution of a plan for the establishment in the Levant of those Assyrians who desired to leave Iraq.* This plan was the result of a proposal made by the French Government offering certain land in Syria under French mandate.

After hearing the Chairman's report on his visit, the Committee considered that its efforts should henceforth be directed towards the realisation of the plan for settlement in the district of the Gharb.

The Committee therefore begged the French Government to supply it, before August 15th if possible, with particulars of a scheme containing full technical and financial details. For the purpose of preparing this plan, the Committee offered the services of a financial expert and of an expert in the exchange of populations. According to rough estimates sent in by the French Government, the cost involved would be 60 million French francs (£800,000).

* See Monthly Summary, Vol. XV, No. 4., page 85.

Preliminary information obtained in Iraq by the Chairman of the Committee shows that about 25,000 Assyrians might elect to emigrate to the Gharb.

The Government of Iraq has offered to subscribe £125,000 to the cost of settlement; this sum represents £10 per head for a maximum of 12,500 persons. Having regard to the number to be transferred, the Committee considered that this offer was not a sufficiently sure basis for a comprehensive solution of the problem. It therefore decided to urge the Iraqi Government to increase its contribution.

The Committee also made an urgent appeal to Governments and private organisations for financial assistance. The Chairman sent a special letter to the Government of the United Kingdom, which had always shown special

interest in this question and had offered to contribute to a fund if one were raised by the League.

The only funds so far received amount to £60,000, which have been made available by the Iraqi Government; thanks to this sum, it has been possible to transfer 1,394 Assyrians from Iraq, in particular the inmates of the refugee camp at Mosul, which has now been closed down. These Assyrians are now in the villages of Upper Khabur, in which 2,200 other Assyrians have for some time been settled.

The following attended the session of the Committee: M. Lopez Olivan (Spain), Mr. J. C. S. Bennett (United Kingdom), M. W. Borberg (Denmark), M. Spitzmüller (France), Marquis Farace (Italy) and M. Tello (Mexico).

VI.—ADMINISTRATIVE QUESTIONS.

FREE CITY OF DANZIG.

Application of the Constitution.

The Council decided last May to entrust to a Committee of Jurists the consideration of certain petitions emanating from different sections of the population of Danzig, in order to ascertain whether there had been violations of the constitution of the Free City.*

The Committee, whose members were appointed by the Council at the beginning of July, met in Geneva from July 20th to 27th,

under the Chairmanship of M. von Wurtemberg (Swedish).

The Committee will state its conclusions in a report which it will shortly submit to the Council.

The members of the Committee are: Dr. Fritz Fleiner, Professor of Public Law in the University of Zurich; Dr. Jan Kusters, Vice-President of the Supreme Court of the Netherlands, and Baron E. T. Marks von Wurtemberg, former President of the Stockholm Court of Appeal and former Foreign Minister of Sweden.

VII.—TECHNICAL ORGANISATIONS.

ECONOMIC AND FINANCIAL ORGANISATION.

Commercial Propaganda.

A Conference of a limited number of government representatives met in Geneva from July 1st to 4th to reconsider a draft international convention for the purpose of facilitating commercial propaganda.

The draft is the result of work on the subject of indirect protectionism that was set on foot several years ago by the Economic Committee of the League of Nations. A beginning was made with the customs treatment of samples without value and of printed matter in the nature of advertisement. Experts consulted by the Economic Committee recommended the method of international agreements prescribing

uniform rules for the admission of such samples and printed matter free of duty. These proposals were submitted to Governments which suggested various changes.

The question came up again at the London Monetary and Economic Conference in 1933 and afterwards in the Economic Committee. The latter prepared a draft convention, which was submitted to a certain number of governments, and in particular to countries of the gold bloc, for their remarks. The gold bloc countries set up a special Sub-Committee, which met in Brussels in November, 1934, and, after making certain amendments in the proposal, decided to recommend its adoption.

The limited Conference took as groundwork for its discussion a text prepared by the Secretariat, bearing in mind the decisions of the gold bloc countries and the remarks of various

* See Monthly Summary, Vol. XV., No. 5. page 134.

other Governments. It adopted a Final Protocol, signed by the representatives of Austria, Belgium, United Kingdom, Czechoslovakia, Denmark, France, Italy, Japan, Netherlands, Poland, Sweden, Switzerland and United States of America. The signatories undertook to recommend to their respective Governments a draft agreement establishing uniform rules for the purpose of facilitating commercial propaganda.

The text provides for exemption from customs duty for: (a) samples of goods, that have no commercial value and can only be used for soliciting orders or for demonstrations, experiments or analyses; (b) catalogues, price lists and trade notices imported in single copies or sent separately to different addresses;

(c) tourist propaganda (printed matter and posters) without limitation of quantity.

Guarantees are also provided for the free exercise of their calling by foreign commercial travellers.

The following were present at the Conference: M. Atteslander (Austria); Count D'Ursel and M. Loridan (Belgium); Mr. Dedman (United Kingdom); M. Radimsky (Czechoslovakia); M. Borberg (Denmark); M. Lecuyer (France); M. Bagli and M. Simoni (Italy); M. Yokoyama and M. Nishimura (Japan); M. Van den Berge (Netherlands); M. Kilski and M. Rasinski (Poland); M. Westman (Sweden); M. Berner (Switzerland); and Mr. Miller (United States of America).

VIII.—SOCIAL AND HUMANITARIAN QUESTIONS.

INTERNATIONAL RELIEF UNION.*

The financial resources of the International Relief Union consist of an initial fund to which all States Members of the League subscribed at the rate of 700 Swiss francs per unit of their contribution to the League budget, and of gifts from Governments and private organisations.

Up to July 31st, 1935, the Union has received the following donations:

Belgian Red Cross	.. 1,000 Belgian francs.
German Government	.. 1,500 reichsmarks.
Italian Government	.. 1,000 pounds sterling.
New Zealand Government	1,000 pounds sterling.
Rumanian Government	. 20,000 lei.
Swiss Government	.. 2,000 Swiss francs.

IX.—NEW LEAGUE PUBLICATIONS.

MONTHLY BULLETIN OF STATISTICS.

The July number of the Monthly Bulletin of Statistics of the League of Nations gives, in addition to the recurrent tables, information concerning discount rates, the monetary gold reserves of the world and the world's merchant marine.

After reaching an unusually high level almost everywhere at the time of the 1931 financial and monetary crisis, discount rates of central banks and market rates of discount returned more or less rapidly to former levels. The tendency to decrease was maintained in almost all countries, until between 1932 and 1934 rates reached a level somewhat lower than in the period prior to 1931; they have since remained stable at this point. On the other hand, in France, the Netherlands and Switzerland, which were not much affected by the 1931 crisis, they had a tendency to change but little throughout the period under review. They rose suddenly in the second quarter of 1935.

The total visible gold reserves of the world (apart from the U.S.S.R.) decreased by about 260 million old U.S. gold dollars during the second quarter of 1935, i.e., by 2% of the world stock at the end of March.

The most important decreases between March and June, 1935, were recorded in:—France, \$456 million; Switzerland, \$99 million; Netherlands, \$75 million; Italy, \$8 million; Netherlands Indies, \$7 million. A slight decrease is also recorded in New Zealand and Lithuania, while in Danzig reserves were reduced by more than 50%.

The reserves increased during the second quarter of 1935 (in terms of old U.S. gold dollars) by 324 million in the U.S.A., 45 million in Belgium (after the devaluation of the belga), 8 million in Norway, 4 million in Japan and 2 million in Yugoslavia. A slight increase is also recorded in Germany, Estonia, the United Kingdom, Sweden, Turkey and Brazil.

The activity in the shipbuilding industry shows divergent tendencies according to countries. The tonnage launched during the second quarter of 1935, compared with the

* See Monthly Summary, 1934, Vol. XIV., No. 9, page 226.

corresponding period of 1934, has increased in the world as a whole by about 116%. The increase has been considerable in several countries, more especially in Germany, the United Kingdom, Sweden, Denmark, Japan, Netherlands and Norway; the figures were maintained at the same level in the United States; in France they greatly decreased.

On the other hand, *tonnage under construction* at the end of June, 1935, as compared with the end of June, 1934, increased by only 5% over the whole world. Large increases are registered in Germany, Danzig, Sweden, Netherlands and Norway, as well as in the British Dominions and Spain. There was a slight decrease in Denmark, the United Kingdom and the United States, and a considerable one in France, Japan, Italy and Belgium.

The *gold value of world trade* in May, 1935, rose by 4.8% as compared with April. In addition to the regular seasonal upward movement from April to May, there seems to be some real improvement, as the figure for May, 1935, is 1.2% higher than in the corresponding month in 1934.

As compared with May, 1934, exports were considerably higher from:—Africa, 24%;

Oceania, 14%; and Latin America, 8%. Imports have risen in: Oceania, 19%; North America, 11%; Latin America, 8%; and Asia, 3%. The total trade of Europe showed a decline, imports having dropped by 3% and exports by about 1%.

The trade of the 12 most important trading countries of the world during the first five months of 1935, as compared with the corresponding period of the preceding year, shows the following development:—

The gold value of *imports* has risen in:—United States by 17.4%; Japan, 11.8%; India, 7.9%; the Argentine, 4.1%; China, 3.7%; and Canada, 3.6%. Imports have fallen in:—Germany, 4.7%; the United Kingdom, 5.4%; Italy, 7.5%; Belgium-Luxemburg, 10.1%; the Netherlands, 14.6%; and France, 16.2%.

The gold value of *exports* during the same period has increased in: Japan, 11.4%; China, 8%; the Argentine, 8.1%; the United Kingdom, 3.6%; Canada, 0.7%; and India, 0.1%. On the other hand, exports were lower in the United States by 3.2%; the Netherlands, 4%; Germany, 4.6%; France, 8.7%; Italy, 10.2%; and Belgium-Luxemburg, 11.5%.

X.—FORTHCOMING LEAGUE MEETINGS.

August 15th.—Supervisory Body set up by the 1931 Convention for the Limitation of Drugs Manufacture, Geneva.

August 26th.—Permanent Central Opium Board, Geneva.

August 29th.—Financial Committee, Geneva.

September 2nd.—Economic Committee, Geneva.

September 6th.—88th Session of the Council, Geneva.

September 9th.—16th Session of the Assembly, Geneva.

September 12th.—Supervisory Commission, Geneva.

September 13th (?).—Bureau of the Conference for the Reduction and Limitation of Armaments, Geneva.

September 28th.—Permanent Commission on Biological Standardisation, Geneva.

September (?)—Committee on Contributions in Arrears, Geneva.

September (?)—Committee for the International Repression of Terrorism, Geneva.

October 1st.—Governmental Conference on Biological Standardisation, Geneva.

October 7th.—Health Committee, Geneva.

October 17th.—Permanent Mandates Committee, Geneva.

November 4th.—Pan-African Health Conference, Cape Town.

November 5th.—Advisory and Technical Committee on Communications and Transit, Geneva.

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THE
MONTHLY SUMMARY
OF THE
LEAGUE OF NATIONS

VOL. XV., No. 8.

AUGUST, 1935.

Dispute between Ethiopia
and Italy

Extraordinary Session of
the Council

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THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

Vol. XV., No. 8

AUGUST, 1935.

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All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.

I.—SUMMARY OF THE MONTH.

August, 1935.

The League of Nations is generally not much occupied in August. But this year an extraordinary meeting of the Council was held to deal with the dispute between Ethiopia and Italy.

Two resolutions were adopted at the session. One related to the powers and duties of the Conciliation and Arbitration Commission, the appointment of an umpire and the fixing of a time limit, and the other provided that in any

case the Council would meet on September 4th to make a general enquiry into the various aspects of the relations between the two countries.

Among the meetings held at Geneva during the month were those of the Permanent Central Opium Board, the Supervisory Body provided for by the 1931 (Opium) Convention and the Financial Committee.

II.—POLITICAL QUESTIONS.

DISPUTE BETWEEN ETHIOPIA AND ITALY.

The Council held an Extraordinary Session from July 31st to August 3rd to deal with the dispute between Ethiopia and Italy.*

In opening the Session the President, M. Litvinoff (U.S.S.R.), reminded members that on May 25th, 1935, the Council had decided to meet if, in default of agreement between the

four arbitrators for the settlement of the dispute, an understanding should not have been reached by July 25th, between these arbitrators, as to the selection of a fifth arbitrator.

The Italian Representative, Baron Aloisi, drew attention to the Italian Government's telegram of July 27th to the Secretary-General, in which he declared that "should the Ethiopian Government make its intentions officially known, the Italian Government would have no

* See Monthly Summary, Vol. XV., 1935, No. 7, page 160.

difficulty in taking part in the extraordinary session of the Council, of which the only object must be that of considering the most suitable methods of enabling the Commission of Conciliation and Arbitration to resume its work."

The Representative of Ethiopia, M. Jèze, explained that the Ethiopian Government had asked the Council of the League of Nations to meet, when it had been proved at Scheveningen, on July 9th, that the arbitral procedure which had been begun had no chance of succeeding, because the conditions in which the agreement of May 25th had been drawn up could not be fulfilled owing to the attitude of the Italian Government. That is why, on July 9th, the Secretariat of the League had received a request that the Council should be summoned with all urgency in order that it might intervene.

The Ethiopian Representative further suggested that for the moment it might be desirable merely to note that the Ethiopian Government had appealed to the League in order that this problem, which had been before the Council since January, 1935, might be finally settled. The Ethiopian Government was determined to do all it could to reach a peaceful solution.

Baron Aloisi, the Italian Representative, said that with regard to the statements of the Ethiopian representative, whereby he attributed to the Italian Government the responsibility for the failure of the work at Scheveningen, he must make full reservations.

The United Kingdom Representative, Mr. Eden, said that it must first be made clear whether their work was limited in the sense which the President had suggested, or whether the Council could extend its agenda.

The French Representative, M. Laval, after noting the failure of the arbitration and conciliation procedure set on foot on May 25th, pointed out that the Council had decided to meet if, "in default of agreement between the four arbitrators for the settlement of the dispute, an understanding shall not have been reached by July 25th between these arbitrators as to the selection of the fifth arbitrator, unless the four arbitrators agree to the extension of the time limit," and further that the Council had to meet if, on August 25th, the settlement by means of conciliation and arbitration should not have taken place.

M. Laval pointed out that the Council, by its resolution, did not otherwise define what its attitude would be in the event of an interruption of the conciliation and arbitration procedure. The Italian representative had asked the Council to limit its consideration to the Walwal incidents, while the Ethiopian

representative had not asked for an extension of the discussion or for any different interpretation of the resolution of May last. M. Laval continued :

"We have just heard the affirmation of both parties as to the suspension—which we all regret—of the conciliation and arbitration procedure; the Italian representative moreover, has stated that it is for the Council to seek the most suitable means of enabling the Conciliation and Arbitration Commission to resume its work."

M. Laval therefore proposed that the Council should adjourn, to enable the representatives of the United Kingdom and France, who were particularly interested in the matter, to endeavour to find a formula enabling the Council to give full effect to its resolution of May last.

The Ethiopian Representative replied that M. Laval's statement did not entirely coincide with the Ethiopian Government's view in regard to the interpretation of Ethiopia's appeal to the League Council. There seemed to be an impression that :

"The Ethiopian Government expressed the view that the question should be limited to the mere subject of procedure. That is not the case. There are two questions, or rather one question with two aspects. On the one hand there is arbitration, and on the other there is everything that is connected with arbitration. There is the question of the Italian Government's general attitude which, as the Ethiopian Government believes it is in a position to show, has had the effect of preventing a solution by arbitration. Accordingly, the problem with which you are confronted is the problem of deciding whether this procedure is to be a dilatory procedure or a procedure aiming seriously at a settlement of the dispute between Ethiopia and Italy. The problem goes further than the appointment of a fifth arbitrator or the question of what is to happen in the event of the arbitrators failing to agree upon the appointment of the fifth arbitrator. The point is whether it is desired to continue to follow procedures which have so far yielded no result except that of aggravating a conflict which is every day becoming more critical, or whether, on the contrary, the Council desires to take a decision to consider the situation as a whole with a view to ascertaining whether there is a possibility—and I may say at once that the Ethiopian Government will co-operate in that effort—of finding a pacific solution.

"With this reservation, and with apologies for any misunderstanding to which my first statement may have given rise, I support M. Laval's proposal to proceed to negotiations with a view to finding a formula."

The Italian Representative declared that :

"A form of conciliation and arbitration procedure exists to which the dispute has been submitted in accordance with the agreement reached between the two parties. The Council, in its resolution of May 25th, 1935, noted the

existence of this agreement and the opening of the procedure. The procedure has been suspended, a difference having arisen between the agents of the two Governments in regard to the interpretation of the arbitration agreement.

"The Italian Government attaches the utmost importance to the success of that procedure, which, in its view, must determine who was the aggressor at Walwal on December 5th, 1934. The aggression at Walwal was the origin of the present situation.

"The Italian Government expects that, in the first instance, all possible light will be thrown on the events at Walwal, which involve very grave responsibilities. Accordingly, the Italian Government cannot as matters stand enter into a discussion on a wider basis, an essential element of which must in any case be information as to the conclusions of the Conciliation and Arbitration Commission. Moreover, the Italian Government desires to recall that, under the terms of the Covenant, the Council cannot proceed to an examination of the dispute, since the latter is at the moment submitted to arbitral procedure. The Council has always conformed to this rule. In view of existing precedents, the Italian delegation has not even contemplated the possibility of a wider discussion, and could not therefore take part in any such discussion in the course of the present session.

"I repeat that I am ready, in conjunction with the other members of the Council, to consider the most appropriate means of enabling the Conciliation and Arbitration Commission to resume its work and bring it to a successful issue.

"On these grounds, I agree with M. Laval's suggestions."

The United Kingdom Representative wished it to be clear that there was no question of the decision taken in regard to procedure limiting the agenda for the present session of the Council.

The Council adjourned till August 3rd, to enable Members, and especially those representing countries particularly interested in the matter, to endeavour to find a formula of agreement.

On August 3rd the Council met again and took up the two following resolutions submitted to it by the President:

RESOLUTION No. 1.

"The Council,

"Referring to its resolutions of May 25th, 1935, concerning the settlement of the dispute which has arisen between the Italian Government and the Ethiopian Government in consequence of the Walwal incident, which settlement was to be effected by the method specified in Article 5 of the Italo-Ethiopian Treaty of August 2nd, 1928;

"Whereas the proceedings of the Commission of Conciliation and Arbitration have been interrupted and, in order to ensure their resumption, the two Governments concerned have applied

to the Council to interpret the agreement reached between those two Governments with regard to the exact scope of the task entrusted to that Commission;

"Without offering any opinion on the attitude of the agents of the two Governments before that Commission or the views expressed by the members of the Commission itself;

"Considering that the competence of the Commission rests upon the agreement reached between the parties to the dispute;

"Considering that it appears both from the notes of May 15th and 16th, 1935, and from the declarations made before the Council at its meeting on May 25th that the two parties did not agree that the Commission should examine frontier questions or give a legal interpretation of the agreements and treaties concerning the frontier, and that this matter therefore does not fall within the province of the Commission;

"Considering, in consequence, that the Commission must not, by its decision on the Walwal incident, prejudge the solution of questions which do not fall within its province, and that it would be prejudging that solution if it founded its decision on the opinion that the place at which the incident occurred is under the sovereignty either of Italy or Ethiopia;

"Declares that—while it is always open to the Commission to take into consideration, without entering upon any discussion on the matter, the conviction that was held by the local authorities on either side as to the sovereignty over the place of the incident—it is clear from the foregoing considerations that the Commission has not to take into account the circumstance that Walwal is under the sovereignty of one or other of the two parties, but must concern itself solely with the other elements in the dispute relating to the Walwal incident;

"Takes note that the representatives of the two parties have declared that they intend to pursue the procedure of conciliation and arbitration under the conditions laid down in Article 5 of the Treaty of 1928;

"Takes note of the declaration of the two parties to the effect that the four members of the Commission of Conciliation and Arbitration will proceed without delay to designate the fifth arbitrator whose appointment might be necessary for the carrying through of their work;

"Confident that the procedure will have brought about the settlement of the dispute before September 1st, 1935, invites the two Governments to inform it of the result not later than September 4th, 1935."

RESOLUTION No. 2.

"The Council decides to meet in any event on September 4th, 1935, to undertake the general examination, in its various aspects, of the relations between Italy and Ethiopia."

The representative of Ethiopia declared that for political reasons of expediency his Government was called upon to make a considerable sacrifice in the interests of world

peace. It wished once again to give the Council proof of its loyalty and good faith.

"The Ethiopian Government," he said, "is firmly convinced that, even after this sacrifice, which weakens its position before the arbitrators by the abandonment of a very important part of its case, impartial arbitrators under the chairmanship of a fifth arbitrator enjoying world-wide prestige will recognise the justice of the Ethiopian cause. The Imperial Ethiopian Government declares to the world, here and now, that it will unreservedly accept the decision of the arbitrators and will loyally abide by it.

"The Ethiopian Government hails with joy and gratitude the Council's decision to meet in any case on September 4th, 1935, to undertake a general examination of Italo-Ethiopian relations in all their aspects. It entertains the firm hope that this full and general examination will enable the Council to establish once and for all, and on a solid basis, permanent friendly and trustful relations between Ethiopia and Italy."

Baron Aloisi said that the Italian delegation accepted the first resolution proposed to the Council.

As regards the second, which fixed a date for the examination of the relations between Italy and Ethiopia in their various aspects, he would abstain from voting. The reasons for this abstention were clearly shown in the statements which he had made at the meeting of July 31st, 1935.

M. Laval, Representative of France, said that the Council had accomplished its immediate task, but that the situation remained serious. He added :

"In every way I shall do all in my power to explore every possibility of conciliation. True to the obligations of the Covenant and in response to the unanimous feeling of my country, I am ready to assume this task and will carry it through to the end. We shall allow no chance of peace to escape us."

Mr. Eden, United Kingdom Representative, supported the resolutions.

"I do so," he said, "because I believe that the procedure thus contemplated affords the best chance of bringing about a peaceful solution of the differences between Italy and Ethiopia. Such a solution is indeed most anxiously and urgently awaited by all countries of the world.

"If the Council adopts these resolutions, the situation which will result from the action which it has taken or of which it has been informed, will be as follows. A further attempt is to be made to reach a settlement of the Walwal incident by the procedure prescribed by Article 5 of the Italo-Ethiopian Treaty of Friendship of 1928 and in the conditions laid down by that article; as the parties have agreed to the appointment of a fifth arbitrator, I trust that this attempt will be successful. The Council will be informed of the result.

"Independently of this procedure, the three

Powers who are parties to the agreement of 1906 will enter at once into conversations, as you will see, from a communiqué* which has just been issued, with a view to finding a solution acceptable to all for the difficulties of a more general nature which have unfortunately arisen between Italy and Ethiopia. The Council will, I feel sure, wish success to these conversations. I will report their outcome to the Council at its next session.

"In any event, the Council will meet on September 4th, 1935, to consider the general question of the relations between Italy and Ethiopia. We all hope that by that date the present difficulties will have been satisfactorily removed. But should this unfortunately not prove to be the case, it will be the duty of the Council to deal with the whole question as it then exists.

"I will conclude by giving the Council the emphatic assurance that His Majesty's Government will devote every effort to securing a pacific settlement of this dispute in harmony with the principles of the Covenant. They fully realise the gravity of the issues that are at stake and are mindful of their obligations as a Member of the League."

The Danish Representative, M. de Scavenius, in accepting the resolutions, declared that on September 4th, 1935, it would be the Council's duty to consider the whole question of Italo-Ethiopian relations as it presented itself at that date.

The Argentine Representative, M. Ruiz-Guinazu, alluded to the services rendered by

* Text of the communiqué :

'The representatives of the Governments of the United Kingdom, France and Italy, having met together at Geneva on August 1st, 1935 :

'In view of the fact that the three Powers, signatories of the Treaty of December 30th, 1906, concerning Ethiopia, have already declared themselves ready to undertake negotiations among themselves with a view to facilitating a solution of the differences existing between Italy and Ethiopia :

'Have agreed to open these conversations at the earliest possible date.'

Negotiations took place in Paris from August 16th to 19th. As a result the following communiqué was published :

'M. Pierre Laval, representing France, Mr. Anthony Eden, representing the United Kingdom, and Baron Aloisi, representing Italy, met in Paris to seek for means of settling the Italo-Ethiopian dispute peacefully. They have not yet been able to find a basis of discussion which would permit of a solution. The difficulties met with during the examination of the suggestions put forward in the discussion make it necessary to adjourn the study which had been undertaken. This study will be continued through diplomatic channels.'

his country to the cause of peace by putting pacific doctrines into practice.

"As evidence thereof, we can cite the conclusion of a political pact designed to expedite the consolidation of international justice throughout the American continent. The meaning of our affirmative vote will thus be understood. I venture to refer to these circumstances because the position of the Argentine Republic in the League led to the inclusion in the resolution adopted in connection with the Chaco dispute of the declaration of August 3rd, 1932, which was signed by all the American nations and under which no territorial acquisitions are recognised which are not obtained by peaceful means. The Agreement, signed at Buenos Aires on June 12th last with the collaboration of the United States of America, Brazil, Chile, Peru and Uruguay, constitutes a valuable moral and material contribution to peace. We consider that the declaration to which I have just referred and which is of a continental character, forms part of the juridical system of conciliation and sanctions embodied in the League Covenant."

After these declarations, the Council adopted

the two Resolutions; on the second of these the Italian Representative abstained from voting.

* * *

On August 12th, 1935, the Ethiopian Minister in Paris sent the Secretary-General a note informing him that, notwithstanding the resumption of the arbitral procedure, in conformity with the Council's decision of August 3rd last, the Royal Italian Government was continuing to send troops and ammunition to East Africa and was ceaselessly manufacturing arms and implements of war, with the solemnly avowed intention of using them against the Ethiopian Empire. He added that there was no manufacture in Ethiopia, either public or private, of arms or munitions of war, and that the Imperial Ethiopian Government found it absolutely impossible to obtain means of defence outside its own frontiers. Wherever it attempted to obtain them, it met with prohibitions and export embargoes.

III.—ADMINISTRATIVE QUESTIONS.

REPORT OF THE MANDATES COMMISSION ON ITS TWENTY-SEVENTH SESSION.*

The Mandates Commission met at Geneva for its 27th session from June 3rd-18th, and dealt with the annual reports of the Mandatory Powers on the administration of Palestine, Trans-Jordan, Syria, Lebanon, Tanganyika, New Guinea, Nauru and South-West Africa, as well as with several petitions and a certain number of questions of general interest.

* * *

I. *General Questions.*

(a) Economic equality: Commercial Agreement between France and the United Kingdom.

The Commission considered, from the standpoint of economic equality, the Commercial Agreement concluded on June 27th, 1934, between France and the United Kingdom. The Mandates for Palestine, Syria, the Cameroons, Togoland (British and French) and Tanganyika include the commercial equality clause. Article 2 of the Agreement, if it were interpreted literally, would seem to indicate that the two signatory Powers mutually recognise the right to establish a preferential system in those territories for the benefit of their own export trade.

The Commission, therefore, recommended the Council to request the United Kingdom

and French Governments to furnish assurances on the subject.

(b) Frontier between Ruanda-Urundi and Tanganyika.†

In May, 1935, the Council invited the Mandates Commission to inform it of its opinion on the frontier line between Urundi and Tanganyika as fixed by the Treaty of November 26th, 1934, from the point of view of the execution of the Mandates.

In the light of the documentation submitted and the information received from the accredited representatives of the two mandatory Powers, the Commission held that the frontier line fixed by the treaty called for no special observation on its part.

II. *Administration of territories under Mandate.* "A" Mandates.

(a) *Palestine and Trans-Jordan.*

The Committee noted that while Palestine continued to enjoy favourable economic and financial conditions, the predisposing causes of unrest mentioned in previous reports still persisted, although there was an improvement in the working of the newly established municipal councils.

Last year the Commission had asked the mandatory Power for information concerning the frontier between Trans-Jordan and Saudi-

* See Monthly Summary, 1935, Vol. XV., No. 6, page 150.

† See Monthly Summary, Vol. XV., No. 5, page 135.

Arabia in the neighbourhood of Akaba; it now expressed the hope that a final settlement of the matter might soon be reached. The Commission noted the declaration of the accredited representative that there are no military bases or fortifications in this district.

It learned with interest that a statistical bureau would be established with the object of assisting the Palestine Government in matters concerning immigration, and also that further measures had been taken to check illegal immigration and, in particular, the unauthorised settlement of seasonal labourers, both Jews and Arabs.

In connection with the land problem, the Commission expressed the hope that the mandatory Power would continue to give sympathetic attention to the problem of landless Arabs. It noted the tendency of Jewish settlers to take up land in the South of Palestine and asked for further information as to the squatters' rights on land that was sold by its owners.

As regards labour, the Commission took note of the proposed legislation for the protection of women and children and for the fixing of a minimum wage. It would be glad to know what steps were in contemplation for the inspection of factories and the introduction of a weekly day of rest. It also asked the mandatory Power for some information as to the import of goods from a State which had ceased to be a Member of the League of Nations, but whose products were admitted in exactly the same way as those of States Members of the League.

(b) *Syria and Lebanon.*

The Commission gave special attention to the political situation in Syria and Lebanon. It recalled in its report the fact that in Syria the normal operation of political institutions was still suspended; this stoppage was originally due to the Syrian Chamber's attitude in regard to the Treaty of 1933 and more recently to the necessity of restoring the economic and financial situation. The mandatory Power felt that this task should be entrusted to the executive alone, supported by the High Commissioner.

The Commission expressed the hope that circumstances would soon enable the mandatory Power to pursue a policy that would facilitate the progressive development of Syria.

After examining a certain number of petitions relating to the general policy of the mandatory, the Commission observed that the hope which it had expressed last year that the normal parliamentary régime, especially as

regards the budget, might be restored, had not yet been realised. In November, 1934, the High Commissioner had justified the suspension of the Syrian Chamber's discussions by the necessities of the economic and financial situation of the country.

While understanding the persistent uneasiness of a part of the Syrian population, the Commission recognised that the position of public finance called for an energetic policy of budgetary economy, which the mandatory Power had pursued on its own initiative and which the co-operation of an inexperienced parliament would perhaps have prevented. It considered that in this respect circumstances had compelled the Mandatory to subordinate the wishes of the populations under Mandate to their interests, of which it must also take account in accordance with Article 1 of the Mandate. The Commission, therefore, expressed the hope that the mandatory Power would be able to resume a policy calculated to facilitate the progressive development of Syria and Lebanon as independent States.

In the case of Lebanon, the Commission noted the changes made by the mandatory Power in the organisation of public authority, and trusted that circumstances would soon enable France to accord the Lebanese Chamber full exercise of its constitutional powers.

As regards the establishment in Syria and Lebanon of a tobacco monopoly which has been ceded, without any previous consultation of the organisation representing the opinion of interested parties, for 25 years to a company with international capital, the Commission did not propose to offer any comment, but hoped that the institution of the monopoly would improve the situation of the growers, satisfy consumers and increase the revenue of the State.

On the subject of the economic régime, the Commission learned that, as in the case of Palestine, the products of a State which had ceased to be a Member of the League were imported in exactly the same way as those of States Members of the League, and asked for explanations on this point, as well as on the organisation of justice, public finance, and land tenure.

Territories under "B" Mandate.

Tanganyika.

The Commission had been kept informed of the work of the Conference of East African governors, and emphasised once again the importance which it attached to the discussions directly or indirectly concerning the Mandated Territory.

Dealing with the amalgamation of the postal services of Tanganyika on the one hand, and Kenya and Uganda on the other, the Commission asked the mandatory Power for a full statement on the respective powers assigned to the central postal authority common to the three territories and to the postal authority of the Mandated Territory.

As to the issue of a common stamp, the Commission, referring to its previous observations, would be glad to find in the next report a statement of the reasons for which the mandatory Power esteemed that this issue was compatible with the fiscal interests of the territory under Mandate and with the terms of the Mandate.

It learned with interest that progress was being made in the training of natives in local self-government, and that model peasant holdings were being created and improved methods of animal husbandry taught. It asked for information regarding the administration of justice, the railways, labour conditions, intoxicating liquor, public health, etc.

Territories under "C" Mandate.

(a) South West Africa.

The Commission was informed that the mandatory Power had appointed a special committee to study certain constitutional problems raised by a motion of the Legislative Assembly of the territory aiming at its incorporation as a fifth province of the Union. It noted that this committee was to take account, *inter alia*, of the character of the territory as a Mandated Territory and of the rules of international law applicable to the Mandate.

The Commission noted the statement of the accredited representative that the mandatory Power would not take any decision on the problem until it had first communicated its intentions to the League of Nations.

As regards general administration, the Commission learnt that serious differences of opinion existed between various sections of the European population of the territory, and that the administration had been obliged to ban certain political organisations which were deemed contrary to public order. It took note of a statement by the accredited representative that the policy of the administration aimed at establishing close co-operation between the various sections of the population, and expressed the hope that the measures adopted for this purpose would be crowned with success.

In reference to the constant increase in the indebtedness of the territory to the mandatory Power, the Commission hoped that measures would be contemplated to prevent the burden of this increasing debt from hampering the development of the territory.

(b) New Guinea.

The Commission drew attention to the dangers which result from the freedom of access into regions not yet under the control or influence of the Government; this involves danger not only to non-natives, but also to the native carriers who accompany them and to the native population. It hoped that these regions would not be thrown open to any private activities until the administration had been able to study the conditions of the population and establish a certain degree of public authority.

IV.—SOCIAL AND HUMANITARIAN QUESTIONS.

TRAFFIC IN OPIUM.

I. MEETING OF THE PERMANENT CENTRAL OPIUM BOARD.

The Permanent Central Opium Board met for its 25th Session at Geneva on August 26th. Mr. Lyall (British) was in the chair.

In addition to the Secretary's Progress Report, the agenda includes the questions of discrepancies in quarterly statistics, and of the figures for narcotics manufactured in 1934, as well as an examination of the manner in which Articles 6 and 7 of the 1931 Convention have been applied.

The following are attending the Board's Session: Mr. Herbert May (United States), Sir Atul Chatterjee (Indian), M. Milicevic (Yugoslavian), and Professor Ferrari dalle Spade (Italian).

The next number of the *Monthly Summary* will give an account of the Board's work.

2. MEETING OF THE SUPERVISORY BODY.

The Supervisory Body set up under Article 5 of the Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs (1931), to consider the annual estimates of drugs sent in by Governments in accordance with Articles 2 to 5 of the Convention, held its seventh session at Geneva from August 15th to 24th, 1935.

The Supervisory Body finally reviewed the position as to the estimates for 1934 and also considered supplementary figures sent in for 1935 and annual estimates for 1936.

As regards the 1934 figures, the Body received and considered in all 156 additional estimates

that had been delayed or revised and had arrived after publication of the "Statement of Estimated World Requirements of Dangerous Drugs for 1934." These were published in eight separate supplements for the year 1934, save in a few cases where they remained over for consideration or were cancelled by Governments themselves.

Thus the Body has considered 344 estimates in all for 1934, including the 188 published in the above-mentioned return.

After publication of the Statement of Requirements for 1935, the Body received and considered before August 24th of that year 66 additional estimates that had been sent in late or revised; these were published in three supplements.

In the statement issued for last year, the Supervisory Body emphasised the difficulties encountered by it in examining estimates,

owing to their arrival after the date fixed by the Convention, namely, August 1st for each year.

Matters had considerably improved in 1935. Whereas in 1933 thirty-two and in 1934 ninety-four estimates arrived in time for consideration by the Board at its August session, this year the number was 137. In examining the figures for 1936, the Body decided to ask 19 Governments for additional details and explanations and to postpone the cases in question to its next session, which will open on October 3rd, 1935.

At the October session, the Body will deal with the whole of the annual estimates received for 1935, will prepare estimates for those countries and territories that have not supplied them and will make up the Statement of world requirements of dangerous drugs for 1936.

V.—TECHNICAL ORGANISATIONS.

MEETING OF THE FINANCIAL COMMITTEE.

The Financial Committee met at Geneva on August 29th, with M. Dayras (France) in the chair.

Amongst the questions on its agenda are the financial situation in Austria, Bulgaria and Hungary, and the reports of the trustees of the Free City of Danzig Loans and the Estonian 1927 Loan.

The Committee will also have to consider certain financial and monetary aspects of international economic relations.

The following are attending the Committee's session: M. Blau (Switzerland), M. Janssen (Belgium), M. Mlynarsky (Poland); Sir Otto Niemeyer (United Kingdom), M. Pospisil (Czechoslovakia), Sir Henry Strakosch (Union of South Africa), M. Svavidze (Union of Soviet Socialist Republics), M. ter Meulen (Netherlands) and M. Tumedei (Italy).

The next number of the *Monthly Summary* will contain an account of the Committee's work.

VI.—LEGAL AND CONSTITUTIONAL QUESTIONS.

INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

The Treaties and International Engagements registered by the Secretariat of the League during August include:

A Treaty of Conciliation, Judicial Settlement and Arbitration between Norway and Turkey (Ankara, January 16th, 1933), presented by Norway;

A Treaty of Friendship, Non-Aggression and Judicial Settlement between Turkey and Yugoslavia (Belgrade, November 27th, 1933), presented by Yugoslavia;

An Agreement between Turkey and Yugoslavia concerning the settlement of reciprocal claims (Belgrade, November 28th, 1933), presented by Yugoslavia;

A Commercial Agreement between the United States of America and Sweden (May 25th, 1933), presented by Sweden;

A Commercial Convention between the United States of America and Haiti (Washington, March 28th, 1935), presented by the United States of America;

An Agreement between Norway and Germany, regarding payments resulting from commercial exchanges, signed at Berlin, September 6th, 1934, and accompanied by two additional Agreements modifying the Agreement of September 6th, presented by Norway;

An Additional Agreement to the Convention of Commerce and Navigation between Norway and Portugal (November 13th, 1931), signed at Lisbon, September 4th, 1934, presented by Norway;

An Exchange of Notes between Austria and Greece, constituting an Agreement modifying the Treaty of Commerce of April 18th, 1925 (Vienna, September 15th, 1933), presented by Austria ;

A Treaty of Commerce and Navigation between Czechoslovakia and the Union of Soviet Socialist Republics (Prague, March 25th, 1935), presented by Czechoslovakia ;

An Agreement between Czechoslovakia and the Union of Soviet Socialist Republics, concerning reciprocal protection of rights to industrial property (Prague, March 25th, 1935), presented by Czechoslovakia ;

Three Conventions between Belgium and the Grand Duchy of Luxemburg, regarding financial and monetary questions, a common régime for the regulation of imports, exports and transit between the two countries, and a special pooling of receipts from the excise duties on alcohol, signed at Brussels in May and in August, 1935, presented by Belgium ;

A Convention between Bulgaria and Poland

regarding intellectual co-operation (Warsaw, April 8th, 1935), presented by Bulgaria ;

The International Sanitary Convention for Aerial Navigation (The Hague, April 12th, 1933), presented by the Netherlands ;

A Convention between Greece and Yugoslavia, regarding the operation of regular air lines of communication (Athens, July 22nd, 1933), presented by Yugoslavia ;

A Convention between the United States of America and San Marino, supplementary to the extradition convention of January 10th, 1906 (Washington, October 10th, 1934), presented by the United States of America ;

An Exchange of Notes between Denmark and Finland, constituting an Agreement relating to the reciprocal notification, as from August 18th, 1935, of all sentences for offences of every kind, with certain exceptions, which have been pronounced by the Courts of one of the two countries against nationals of the other (Helsingfors, July 18th, 1935), presented by Denmark.

VII.—NEW LEAGUE PUBLICATIONS.

I. NATIONAL PUBLIC WORKS.

(Volume II.)

The Communications and Transit Organisation of the League of Nations has just published a second volume giving the most recent results of its enquiry on national public works.

The first volume on this subject appeared at the beginning of the year and contained the replies of twenty-nine Governments to a questionnaire submitted to them by the Communications and Transit Organisation, with the approval of the Council of the League, in pursuance of an enquiry originally proposed by the International Labour Organisation.

This enquiry was designed to furnish information on : public works undertaken in various countries since the beginning of 1920 (completed, in course of execution or in preparation) ; the principal administrative methods followed ; the principal methods of financing ; the allocation of expenditure on execution of the works as between materials and equipment on the one hand and labour on the other ; the opinions of Governments with regard to the effects obtained or expected on the resumption of economic and industrial activities and on unemployment. Governments were asked to classify the work by categories as follows : roads and bridges ; railways ; agricultural land reclamation ; canals and other inland

waterways ; land improvement work ; provision of drinking water supplies and sewage disposal ; work carried out in sea and river ports ; establishment of air ports ; building work ; electric installations, gas works and gas supply ; telegraph and telephone installation and wireless broadcasting stations ; other works.

The volume which has just been published contains the replies of the nine following countries : Chile, China, Egypt, Ethiopia, Hungary, India, Irish Free State, Poland and Sweden, and also further details supplied by the following Governments whose reports appeared in the first volume : Australia, Denmark, France and the Union of South Africa.

The first volume dealt with Australia, Austria, Belgium, United Kingdom of Great Britain and Northern Ireland, Bulgaria, Canada, Czechoslovakia, Denmark, Estonia, Finland, France, Greece, Haiti, Iraq, Italy, Latvia, Lithuania, Luxemburg, Netherlands, New Zealand, Nicaragua, Portugal, Salvador, Switzerland, Turkey, Union of South Africa, United States of America and Yugoslavia.

The information to be found in the two volumes relates to public works in course of execution or in preparation in thirty-eight countries in various parts of the world.

The International Labour Office was th

first to suggest the adoption of such international schemes as a remedy for the depression and for unemployment. Investigations were accordingly made on the subject and subsequently the importance of preparing national programmes of public works was also considered. In September, 1933, the Council of the League, in taking note of the Communications and Transit Organisation's enquiry, stated that a continuous international investigation of the general problem of public works, including extensive programmes of work financed out of national resources, would be of undoubted value; for it would enable a comparison to be made of the effects which the carrying out of such schemes might have on the resumption of economic activity and on unemployment.

A report adopted by the Assembly of the League in 1933 expressed a similar view. It stated that such information would enable governments to judge of the possibility and desirability of pursuing, under present conditions, a policy of carrying out programmes of public work on parallel lines. The Assembly was of the opinion that, in the period of distress through which the world was passing, this question would undoubtedly be of great interest to the public and to governments in most countries.

2. WORLD PRODUCTION AND TRADE IN THE FIRST HALF OF 1935.

The August number of the League's *Monthly Bulletin of Statistics* gives, in addition to the recurrent tables, some information on world production and stocks of crude foodstuffs and industrial raw materials and certain indices of the industrial production of investment and consumption goods taken from the League's publication *World Production and Prices 1925-1934*, which is to be published shortly.

The gold value of world trade in June, 1935, was about 4% lower for imports and 3% lower for exports than in June, 1934. The figures for the second quarter of 1935, however, are now available and show only a decrease of about 1.5% for imports, while exports remained practically at the same level as in the corresponding quarter of 1934.

If one compares the figures for the first half of 1935 with the corresponding period of the preceding year, the gold value of world imports decreased by 1.6% and that of world exports by 2%. Taken by continental groups, imports in North America were higher than last year

by 14%, Oceania 13%, Latin America 12%, and Asia 5%. Imports were lower in Africa by 1% and in Europe by 7%. Exports increased by 4% in Latin America and 2% in Asia, and decreased by 1% in Africa, 2% in North America, 4% in Europe and 9% in Oceania.

World production of fuels and of some important base metals increased in the first half of 1935, as compared with the corresponding period of 1934: coal by 3%; lignite, 5%; petroleum, 5%; pig-iron, 9%; steel, 8%; zinc, 14%; and copper, 17%.

The general index of world stocks of primary commodities shows a progressive decline since the middle of 1934. Compared with last year the most recent data available show that world stocks of wheat, sugar, cotton, silk and tin have diminished considerably; those of coffee, tea, rubber and zinc show a slight decline since the beginning of 1935, while stocks of lead have remained at the same level. Stocks of coal and petroleum increased slightly in the same period.

Industrial production during the first five or six months of 1935 increased in almost all countries for which indices are available. As compared with the same period in 1934, a decline of the industrial output is registered only in France (-10%) and the Netherlands (-9%). A comparison of the same periods shows an increase of industrial production in Italy (24%), Chile (18%), Germany (17%), Japan (13%), Sweden (11%), Denmark (10%), Canada (9%), Austria (8%), Finland (7%), the United States and Norway (6%), Poland (4%), and Belgium and Czechoslovakia (1%).

In the countries for which figures for the first quarter only of 1935 are available, the increases over the first quarter of 1934 are: U.S.S.R. 21%, Hungary 13%, United Kingdom 6%, Greece 5%, Rumania 2%.

Taking 100 as the figure for 1928, the most recent indices of industrial production were only 68 in Poland, 69 in the Netherlands and Czechoslovakia, 72 in France, 74 in Belgium, 77 in the United States, 79 in Austria, 85 in Canada, 95 in Germany and Spain. On the other hand, the indices of industrial output of the following countries were higher than in 1928: Italy 102, Finland 105, Hungary 108, the United Kingdom 111, Sweden 115, Greece 122, Norway 124, Rumania and Denmark 130, Chile 148 and Japan 159.

VIII.—FORTHCOMING LEAGUE MEETINGS.

September 25th.—Committee for the International Repression of Terrorism, Geneva.

September 28th.—Permanent Commission on Biological Standardisation, Geneva.

September ?.—Committee on Contributions in Arrears, Geneva.

October 1st.—Governmental Conference on Biological Standardisation, Geneva.

October 3rd.—Supervisory Body set up under the 1931 Convention on the Limitation of Drug Manufacture, Geneva.

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SEPTEMBER, 1935.

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THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XV., No. 9.

SEPTEMBER, 1935.

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I.—SUMMARY OF THE MONTH.

September, 1935.

During the month the Assembly has held its 16th ordinary Session and the Council its 88th and 89th Sessions.

The main preoccupation of both these bodies has been the endeavour to secure a peaceful settlement of the dispute between Italy and Ethiopia.

* * *

Tributes were paid in the Council and in the Assembly to the memory of M. Marinkovitch, who recently died in Belgrade. Reference was made to his attachment to the ideals of the

League, of which he was a firm upholder. He had represented Yugoslavia with distinction in the Assembly and as President of the Council had shown his ability.

* * *

The Assembly met from September 9th to 28th and then adjourned. Fifty-four countries out of fifty-nine members of the League were represented: Afghanistan, Union of South Africa, Albania, Argentine, Australia, Austria, Belgium, Bolivia, United Kingdom, Bulgaria, Canada, Chile, China, Columbia, Cuba, Czecho-

slovakia, Denmark, Ecuador, Estonia, Ethiopia, Finland, France, Greece, Haiti, Honduras, Hungary, India, Iraq, Iran, Irish Free State, Italy, Latvia, Liberia, Lithuania, Luxemburg, Mexico, Netherlands, Nicaragua, Norway, New Zealand, Panama, Peru, Poland, Portugal, Roumania, Siam, Spain, Sweden, Switzerland, Turkey, Union of Soviet Socialist Republics, Uruguay, Venezuela and Yugoslavia.

There were three Prime Ministers (Belgium, France, Irish Free State) present at this Sixteenth Session and eighteen Ministers for Foreign Affairs (Albania, Austria, United Kingdom, Czechoslovakia, Denmark, Estonia, Finland, Greece, Iran, Lithuania, Netherlands, Poland, Portugal, Roumania, Sweden, Switzerland, Turkey and U.S.S.R.).

The Session was opened by the President of the Council, M. Ruiz-Guinazu (Argentine). He began by referring to the successful efforts of the League during the past year, in bringing about a cessation of the war in the Chaco, thanks to the co-operation of certain American States; and in settling the problem of the Saar Plebiscite and the international complications that arose after the assassination of King Alexander I of Yugoslavia.

"In the political sphere, indeed," said M. Guinazu, "events have not always been favourable to the League. To mention only successes would be to draw an untrue picture of the facts. A great country has left the League of Nations at the end of the notice it gave two years ago. The work undertaken in the domain of disarmament has come to a standstill. Last spring, the Council found itself obliged to reassert the principle that scrupulous respect for all treaty obligations is a fundamental rule of international life and a primary condition of peace. And at the moment the Council is faced with a formidable conflict.

"The world is distracted with anxiety. This anxiety, which among other forms takes that of measures of rearmament, is prolonging the economic crisis which weighs so heavily on the peoples. The League has not, however, given up its efforts to help the world to economic recovery. It has continued to seek patiently for a solution of the problems submitted to it. Being essentially an organisation for collaboration between Governments, its progress depends upon the effective desire of Governments to use its machinery and upon their readiness to make adjustments in national policy on those matters in which international co-operation is required. If progress sometimes seems slow, the conditions in which the League has to perform its work must be borne in mind."

The President then reviewed the League's work since the last Assembly in regard to economics and finance, communications and transit, health, social questions and intellectual co-operation. In conclusion he said:

"Despite every difficulty, the League is continuing its heavy task. It has now been in existence for over fifteen years. In that short space of time it has demonstrated by its very existence that peace is indivisible and that, to quote the Covenant, it is necessary, in order to achieve international peace and security, to prescribe open, just and honourable relations between nations. Secret diplomacy must give place to such relations. Already it may be said that the League of Nations is the highest political authority in the world, and the only body capable of maintaining peaceful relations between nations. If we place our faith in the League and if we all sincerely co-operate in its efforts, it will triumph. More than ever at a time like the present, when the sky is once more overcast and the whole world, in deep anxiety, turns its eyes towards Geneva, we must be firmly resolved to do all that lies in our power to render the League fully effective."

After this speech, the Assembly elected the President for its sixteenth Session. M. Edouard Benes was chosen by 49 votes out of 53.

In taking the presidential chair, M. Benes in his turn laid stress on the grave difficulties of the hour.

"The Assembly will try, as it has done on several previous occasions and in similar difficult circumstances, to give the world, by its calm and serenity, by its spirit of goodwill and conciliation and by its determination and faithfulness to the great mission of the League, not merely new hope, but even the certainty that it will be able to overcome those difficulties, to avoid ruin and disaster and to open up new paths towards the true pacification of the post-war world."

Distribution of work.—The Assembly divided up its work amongst committees. For reasons of expediency, as in the three previous years, only five committees were set up; for, as questions relating to the reduction of armaments—which formerly went before the Third Committee—had been referred to discussion by the various organs of the Conference for the Reduction and Limitation of Armaments, the Assembly held that a special body need not be set up for the same subject.

The work was allotted to the committees as follows:—

First Committee: Legal and Constitutional Questions.—Chairman: M. Limburg (Netherlands); Vice-Chairman: M. Castberg (Norway).

Second Committee: Technical Organisations.—Communications and Transit; Health; Economic and Financial; Committees of the League of Nations; Nutrition. Chairman: M. Zawadski (Poland); Vice-Chairman: M. Tudela (Peru).

Fourth Committee: Budget and Finances of the League.—Audited accounts for 1934; Financial situation of the League on August 31st,

1935 ; Contributions in Arrears ; Budget for 1936 ; Allocation of Expenses ; Administration of Staff Pensions Fund ; Report of the Supervisory Commission, etc. Chairman : M. Radulesco (Rumania) ; Vice-Chairman : M. Feldmans (Lithuania).

Fifth Committee : Social and Humanitarian Questions.—Traffic in Women and Children ; Child Welfare ; Traffic in Opium and other Dangerous Drugs ; Penal and penitentiary questions ; Assistance to indigent foreigners. Chairman : Countess Apponyi (Hungary) ; Vice-Chairman : M. Casares (Spain).

Sixth Committee : Political.—Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish Refugees ; Intellectual Co-operation ; Dispute between Bolivia and Paraguay ; International assistance to refugees ; Mandates ; Minorities.

Agenda Committee.—The Assembly, following its usual practice, appointed an Agenda Committee to consider any steps to be taken as regards the placing of fresh questions on the agenda. The following were the members of the Committee : M. Pflügl (Austria) ; M. Turbay (Colombia) ; M. Massigli (France) ; Sir James Parr (New Zealand) ; M. Francois (Netherlands) ; M. Motta (Switzerland) ; M. Stein (U.S.S.R.).

Composition of the General Committee.—The General Committee consists of the President and of eleven vice-presidents (the chairmen of committees being *ipso facto* vice-chairmen of the Assembly). Accordingly, an election was held for six vice-presidents. The choice fell on the first delegates of the United Kingdom, France, Italy, Spain, Belgium, Mexico, and U.S.S.R.

As there were only six seats to be filled, the first delegates of France, United Kingdom, Italy, Belgium, Spain, and Mexico, which had received the largest number of votes, were declared elected.

The next day, however, the General Committee met under the presidency of M. Benes, and in view of the exceptional circumstances connected with the above election, at which the first delegate of the U.S.S.R. had obtained an absolute majority, the Bureau decided, in the interests of the Assembly's work, to invite the first delegate of the U.S.S.R. to sit amongst the vice-presidents of the Assembly.

The general discussion on the Council's report to the Assembly began on September 13th. As a rule, this discussion consists of statements by delegations of their views on the work of the various League organs. But this year it was characterized by a number of very

weighty declarations defining the attitude of several Members towards the Covenant and the obligations that it involves.

Owing to the situation created by the dispute between Italy and Ethiopia, the Assembly, after dealing with current business, did not close its ordinary session, but decided to adjourn.

The President, M. Benes, in his speech on the adjournment, reviewed the Assembly's work. On the subject of disarmament, he trusted that, in spite of the difficulties of the hour, the Conference for the Reduction and Limitation of Armaments would resume its activity and would reach satisfactory conclusions, thanks to the devotion and watchfulness of its President, Mr. Henderson.

He then emphasized the political importance of the session in the following terms :

"

But the dominating feature of this Sixteenth Assembly has been the general discussion on the work of the League during the past year, and particularly the debate on the Italo-Ethiopian dispute. . . .

" Never have such definite and concrete declarations regarding the working of the Geneva institution and regarding the full application of the Covenant of the League of Nations been pronounced at Geneva by the delegations of the Great Powers as has been done this year by the United Kingdom, France, the Soviet Union, the other countries of Western, Central or South-Eastern Europe, the Latin American countries, the Dominions, etc. The Assembly met at a moment when the international situation was gravely threatened by conflicts whose consequences we are unable to foresee. As I said in my opening speech, the world expects from us a few words and a few acts of appeasement and hope.

" The affirmation made by the Great Powers of the new life of the Covenant and of the Geneva institution, the declaration of a great country like the United Kingdom that in future it desires to base its whole policy more than ever on the Covenant of the League of Nations, and the declarations made by other countries more or less to the same effect, have brought us this renewed hope, since they may mean that the League, after years of trial, is entering on a fresh period of its history and is becoming a new moral, political and even material force.

" From this point of view, I do not hesitate to say that this Assembly may become historic. . . .

" It is true that despite this satisfactory aspect of the matter, grave events may still occur in the conflict which the Council has not yet been able to settle. But we separate with the hope that the path of conciliation is not closed and that a peaceful settlement can still be reached. In any case we are all conscious that we have done everything in our power to safeguard peace, that the Geneva institution has functioned according to its rules and according to the duties devolving on it, and that these duties will be

fulfilled on the basis of the Covenant, as events develop, in a spirit of conciliation and of goodwill towards all concerned, and in the spirit of impartiality and objectivity which is and must remain the great strength of our institution. And whatever may happen, let us think of the future. All of us, even after disputes with one another, must meet here again to co-operate in a loyal and friendly manner, to support one

another, to forget the past and to found a new and better future."

He ended by saying: "And do not be angry with your President if at the conclusion of these remarks he expresses the hope that international events will develop in such a way that, contrary to this morning's decision of the Assembly, he will not be obliged to summon you to any further meetings."

II.—POLITICAL QUESTIONS.

I. DISPUTE BETWEEN ITALY AND ETHIOPIA.

In its first resolution of August 3rd,* the Council expressed confidence that the procedure of conciliation and arbitration entered upon in conformity with Article 5 of the Italo-Ethiopian Treaty of August 2nd, 1928, would have brought about a settlement of the dispute between Italy and Ethiopia before September 1st.

In accordance with this resolution, the Committee of Conciliation and Arbitration, which on July 9th had suspended its work,† resumed it on August 20th. It unanimously appointed M. Politis, Minister of Greece in Paris, as a fifth arbitrator. After hearing a statement by the Agent of the Ethiopian Government, the Commission moved to Berne and on August 23rd, 24th and 25th received the evidence of a number of persons who had been called as witnesses by the Italian Government.

The Committee came back to Paris on August 26th and began to discuss the questions before it. The four arbitrators were unable to agree either on the facts of the Walwal incident or on the responsibilities arising therefrom. The intervention of the fifth arbitrator thus became necessary, and he was called in on August 29th. Having noted the general contents of the dossier, the fifth arbitrator proceeded to discuss, in conjunction with the other members of the Commission, the pleadings of each side on the questions in dispute, and as a result, the Commission, on September 3rd, arrived unanimously at the following decision as regards the Walwal incident itself and the subsequent events:

"That neither the Italian Government nor its agents on the spot can be held responsible in any way for the actual Walwal incident; the allegations brought against them by the Ethiopian Government are disproved in particular by the many precautions taken by them to prevent any incident on the occasion of the assembling

at Walwal of Ethiopian regular and irregular troops, and also by the absence of any interest on their part in provoking the engagement of December 5th; and

"That although the Ethiopian Government also had no reasonable interest in provoking that engagement, its local authorities, by their attitude and particularly by the concentration and maintenance, after the departure of the Anglo-Ethiopian Commission, of numerous troops in the proximity of the Italian line at Walwal, may have given the impression that they had aggressive intentions—which would seem to render the Italian version plausible—but that nevertheless it had not been shown that they can be held responsible for the actual incident of December 5th.

"From December 6th, 1934, to May 25th, 1935, various incidents occurred between the Italian and Ethiopian forces, some following upon the Walwal incident, and others unconnected with it.

"A careful examination of the facts alleged, on both sides shows that of these incidents, the first-named, which followed upon the Walwal incident, were of an accidental character, while the others were for the most part not serious and of very ordinary occurrence in the region in which they took place.

"In these circumstances, the Commission is of opinion that in respect of these minor incidents no international responsibility need be involved."

The Arbitration Commission's award was immediately communicated by the Italian and Ethiopian representatives to the Secretary-General of the League.

In accordance with the second resolution of August 3rd, the Council of the League met on September 4th "to undertake the general examination, in its various aspects, of the relations between Italy and Ethiopia."

Mr. Eden (United Kingdom) said that during the negotiations between the representatives of the United Kingdom, France and Italy from August 16th to 19th in Paris, the United Kingdom and French delegates had made certain suggestions to the Italian Delegation.

Mr. Eden summed up as follows these proposals, which had been rejected by the Italian Government:

"While not failing to recognise that the situation of Ethiopia might call for extensive

* See Monthly Summary, Vol. XV., No. 8, page 181.

† See Monthly Summary, Vol. XV., No. 7, page 160.

reforms, it seemed to us that these reforms should be freely assented to by Ethiopia in the fullness of her sovereignty and without anything being imposed on her contrary to her independence or her integrity. As a member of the League of Nations Ethiopia might appeal to the League for the collaboration and assistance necessary to assure the economic development and administrative reorganisation of the country. France, Great Britain and Italy as *limitrophe* Powers, would be particularly well qualified to lend this collective assistance, whether a mission for this purpose were entrusted to them by the Council with the assent of Ethiopia or whether the Council of the League of Nations were to be invited to give its approval to a treaty concluded between the three Powers and the Ethiopian Government.

"The work of reorganisation was to have extended to the most varied fields of national life, such as economic, financial, commercial and constructional development; foreign settlement; modernisation of administrative services; anti-slavery measures and frontier and other police services. The free activity of foreigners in the economic sphere would have been respected.

"On the other hand, the collective character of the assistance would not have prevented particular account being taken of the special interests of Italy, without prejudice to the recognised rights of France and the United Kingdom.

"Finally, we did not examine, but we did not in any way exclude, the possibility of territorial adjustments to which Italy and Ethiopia might agree."

To this account of the Paris conversations, with which Mr. Eden stated that the French representative agreed, he himself desired to add certain remarks. After reaffirming his Government's desire for a peaceful settlement, he pointed out that if the League failed in this dispute, its authority for the future would be grievously shaken; the collapse of the League and of the new conception of international order for which it stood would be a world calamity. In this dispute between Italy and Ethiopia there was no question of any political or economic conflict between the United Kingdom and Italy.

The sole concern of His Majesty's Government was as a Member of the League and a signatory of the Pact of Paris.

M. Laval (France) said that his country was profoundly attached to the work of conciliation undertaken under the League's authority and was convinced that peace might still be assured within the framework of the Covenant. He trusted that an equitable settlement could be reached that would ensure to Italy the satisfaction which she might legitimately claim, without failing to recognise the essential rights of Ethiopian sovereignty. He rejoiced to hear the declaration made by the United Kingdom

representative of his country's fidelity to the principle of collective security and his faith in the future of the League. He concluded by saying that the States represented on the Council would fulfil their duty and would neglect nothing that might ensure a peaceful settlement.

Baron Aloisi (Italy) said that his Government was submitting to the Council a memorandum in which were set forth the numerous reasons for which his Government considered that Ethiopia had systematically violated all the conventional undertakings which it had assumed both towards Italy and towards the League. For these reasons the Italian Government found it impossible to take into consideration the programme proposed to it at Paris. He was at the same time instructed to transmit to the Council a declaration from his Government. This declaration pointed out that for nearly fifty years Italy had pursued with regard to Ethiopia a policy of collaboration and amity which was particularly active after the accession to power of the Fascist Government. In 1923 Italy had facilitated the entry of Ethiopia into the League, and in 1928 she had signed with Ethiopia a Treaty of Amity for the exceptional period of twenty years.

In conformity with that Treaty, Italy agreed to submit the Walwal incident to arbitration. Although the award had not declared Ethiopia to be responsible, since material proof was lacking, it nevertheless remained that once again they were faced by a premeditated attack by armed forces, which was a revelation of Ethiopia's intentions and methods. Since 1928 Ethiopia had intensified her policy of armaments directed against the Italian possessions and had become increasingly provocative. Italy had been long suffering, but she had had to admit that Ethiopia was, for her, a permanent enemy. All possibility of peaceful co-operation having failed, Italy could no longer persist in an attitude of toleration with regard to a barbarous State incapable of controlling the populations subject to it, which populations were powerfully armed and threatened the Italian frontiers.

The Italian Government could not henceforth place any confidence in the Ethiopian Government, nor believe in the possibility of the execution, on its part, of any contractual undertakings that, under pressure of circumstances, it might enter into. The Covenant was a harmonious system of principles closely adjusted one with another and defining one another. A State could not be admitted, and consequently could not continue, to be a Member of the League which did not fulfil,

or no longer fulfilled, certain conditions, namely, that it possessed a stable Government and an effective political and administrative organisation. In 1923 the Assembly trusted Ethiopia, but the situation of the country had not changed for the past twelve years. Even to-day it had to be represented by Europeans in order to make its voice heard in the League. In these circumstances, Ethiopia could not have equality of rights or of duties with civilised States. The League should not, to the prejudice of other Members, allow the error committed in good faith in 1923 to be continued. The Italian Government recognised that it had shared in that error. To-day slavery was still persistent in Ethiopia. Whole populations of vast regions conquered by Ethiopia were decimated by razzias. Any solidarity with a country which permitted such a state of things to continue was impossible for civilised States. Italy would be wanting in her dignity as a civilised nation if she continued to discuss within the League on a footing of equality with Ethiopia. Nor could she, as regards Ethiopia, rely upon purely legal guarantees given in order to remove the perils which threatened her colonies. His Government would be lacking in its most elementary duty if it did not withdraw its confidence from Ethiopia and reserve to itself full liberty of action for the security of its colonies and in its own interests.

M. Jeze (Ethiopia) made a spirited protest against the Italian representative's accusations. He stated that the arbitrators had decided that there was no responsibility incumbent on Ethiopia for the Walwal incident, or for those that followed it. Up to the present Italy had only invoked against Ethiopia the Walwal incident, which was now settled. But Italy had just changed the grounds of her accusation. He emphasised that there was no longer time for delay. The question before them was whether within a few days a war of extermination might not have been begun.

M. López Oliván (Spain) declared that the League would be failing in an essential duty if it did not do all that was possible to maintain peace. The procedure under the Covenant must be speedily put into operation.

On the following day, September 5th, the Ethiopian representative, M. Jeze, continued his statement.

He declared that his Government would loyally co-operate in any procedure of conciliation. Italy was endeavouring to make the Ethiopian Government lose its sang-froid. She said that she wished to free the earth of a barbarous State that was not worthy to live.

Having placed Ethiopia outside the law, the Italian Government adopted the position that it was no longer bound by any treaty or any arbitral award. In fact, Ethiopia seemed suitable to Italy as a colony for populating. Why, therefore, invoke the pretext of civilisation? Ethiopia would respect her undertakings; she would accept the disinterested advice of the League with a view to realising the necessary reforms. The very existence of a Member of the League was at stake and the Council must assume its responsibilities. It was a question of considering the means of ensuring the execution of the obligation contracted towards Ethiopia by Italy as a signatory of Article 10 of the Covenant. For that purpose the Council must exercise the powers set out in Article 15 of the Covenant and take immediate steps to prevent the war that was threatening.

M. Litvinoff (U.S.S.R.) said that his country maintained friendly relations with Italy and had a sincere desire that they should continue. But he could not agree with the attitude recommended by the Italian Government. The Council could not stand apart from the dispute, nor grant the freedom of action which Italy required; for this was an invitation to Members of the Council to disregard the Covenant on which, to a great extent, the whole edifice of international peace depended. No one felt sympathy with the internal régime of Ethiopia, but nothing in the Covenant entitled them to discriminate between Members of the League according to their internal régime, their racial distinctions or their degree of civilisation. The League must stand firm on the principle that military operations could only be justified in legitimate self-defence. His country entered the League but a year ago, with the sole purpose of collaborating with other nations in the maintenance of indivisible peace. For this reason he proposed to the Council not to stop short in any efforts or decisions that might avert an armed conflict between two Members of the League.

On September 6th M. Gomez (Mexico) referred to the declaration of August 3rd, 1932, in which the American Republics had formulated the principle of non-recognition of settlements that were not obtained by peaceful means and the non-validity of territorial acquisitions through occupation or conquest.

On the motion of the President, the Council (the Italian representative having announced that he abstained) set up a Committee consisting of the representatives of the United Kingdom, Spain, France, Poland and Turkey,

to examine as a whole the relations between Italy and Ethiopia with a view to seeking a peaceful solution.* The Committee of Five that had thus been set up, after appointing M. de Madariaga (Spain) as Chairman, pointed out at once to the Parties that "conscious of its responsibilities for seeking a peaceful settlement of the dispute, it relied upon the Governments concerned to see that nothing was done which might disturb or endanger its work."

The Ethiopian delegation replied that "nobody could appreciate the Committee's recommendation more highly than that delegation."

The Committee then set up a Sub-Committee, under the Chairmanship of M. López Oliván, to study the documentary material furnished by the two Governments and to submit to it the results of that study.

The documents submitted by the Italian Government consisted in particular of a detailed memorandum on the situation in Ethiopia. The first part of this memorandum gave instances of violations by Ethiopia of different Italo-Ethiopian Treaties and of acts against the security of Italy's colonies and against Italians in Ethiopia; this part ended with an account of the "chronic disorder in Ethiopia."

The second part was concerned with relations between Ethiopia and the League. It mentioned how Ethiopia, in 1923, was admitted as a Member. An account was given of the political structure and conditions in the country, in relation to Article 1 and Article 23 of the Covenant, and of the violation of the special engagements (slavery and traffic in arms and ammunition) undertaken by Ethiopia towards the League.

After a chapter on "Barbarism in Ethiopia," the memorandum concluded that "by her conduct Ethiopia had openly placed herself outside the Covenant of the League and had rendered herself unworthy of the trust placed in her when she was admitted to membership. Italy, rising up against such an intolerable situation, was defending her security, her rights, and her dignity. She was also defending the prestige and good name of the League of Nations."

A large number of documents, in particular diplomatic papers and photographs, were annexed to the Italian memorandum.

In reply, the Ethiopian delegation submitted preliminary observations, together with a "scientific report." The former of these

criticised the manner of presentation of the Italian memorandum and referred to the lack of authenticity of some of the facts reported, the want of comprehension of political and social factors and the "tendencious character" of the accusation.

The Committee of Five, after examining these two sets of documents, decided to abstain from any criticism. As an organ of conciliation, it was not called upon to deliver judgment, but to consider the situation and to seek to devise means of remedying it.

The Committee observed that Ethiopia, in conformity with her rights under the Covenant, was asking the League for international assistance. After M. Jeze's declaration in the Council, the first delegate of Ethiopia had in fact declared in the Assembly on September 11th, that "any suggestion for improving the economic, financial and political condition of Ethiopia would be welcomed," provided that it came from the League and were carried out in accordance with the spirit of the Covenant. This international assistance, in the Committee's view, seemed to offer a solution acceptable to both Parties. The independence and territorial integrity of Ethiopia would be respected. Italy would have the possibility of resuming relations with Ethiopia based on good understanding and confident collaboration.

Without giving an opinion on the distinction drawn by the Italian Government between the different parts of the Ethiopian Empire, the Committee, in a note transmitted on September 18th to the Italian and Ethiopian representatives, set forth the outlines of the plan of assistance which it proposed.

In the Committee's view, the charter of assistance would take the form of a protocol recording the acceptance by Ethiopia of a plan of reforms drawn up by the Council. The Committee's note then mentioned the public services requiring reorganisation: police and gendarmerie, economic development, finance, justice, education, public health and police regulations. The note suggested to the appointment of foreign specialists to organise a corps of police and gendarmerie which would be responsible for ensuring, throughout the Empire, the application of laws for prohibiting slavery and regulating the carrying of arms, and which would police centres in which Europeans reside, and would ensure security in agricultural areas where Europeans may be numerous and also on the frontier territories of the Empire.

As regards the "internal structure of the organisation for assistance," the specialists must be able to rely on the effective co-operation

* As will have been noted, various speakers referred to the Italo-Ethiopian dispute during the general discussion in the Assembly between September 11th and 16th.

of the Ethiopian authorities. To co-ordinate their activities a principal adviser would be placed at the head of each of the four groups of public services. The principal advisers might either be subordinate to a person who would be both their chief and the delegate of the League accredited to the Emperor, or form a commission presided over by one of them, who would be a delegate of the League of Nations.

The League delegate and the principal advisers would be appointed by the Council with the agreement of the Emperor. The other agents would be appointed by the Emperor or with his endorsement, on the nomination of the League delegate. At least once a year, reports would be prepared by the delegate or the commission and forwarded at the same time to the Emperor and to the Council, together with any remarks of the Ethiopian Government. The work of assistance must be long, and no period of duration was fixed; but it was provided that after five years the plan might be revised by the Council, taking account of experience gained.

To the Committee's note was attached certain information given by the French and United Kingdom representatives. The Governments of these two countries had stated that they were ready jointly to make certain sacrifices to facilitate territorial adjustments between Italy and Ethiopia. They were also ready to recognise that Italy had a special interest in the economic development of the country.

On September 22nd, the Italian representative informed the Chairman of the Committee that the Italian Council of Ministers had considered the report and that "while it appreciated the Committee's efforts, it had decided to regard the proposals as unacceptable." In a conversation with the Chairman of the Committee, the Italian representative made certain observations in explanation of his Government's attitude. A case like that of Ethiopia could not be settled by the means provided by the Covenant, because the Covenant did not contemplate the case of a country which, though unworthy and incapable of participation in the League, continued to claim its rights and to demand the observance of the obligations that such participation involves. The idea of assistance was not adequate in Ethiopia's case. The only result of previous despatches of foreign specialists to Ethiopia had been to raise the degree of efficiency of the armed forces and to render Ethiopia more dangerous to her neighbours, and particularly to Italy. Moreover, the Committee had not borne in mind the peculiar situation of Italy in Ethiopia in consequence of the Franco-Anglo-Italian Treaty of 1906.

Italy was opposed to any proposal for giving to Ethiopia an outlet to the sea and thus making her a maritime Power and increasing the threat she constituted to Italy. The Committee of Five should have borne in mind the territorial rights which the Treaty of 1906 recognised as belonging to Italy in regard to a junction between the colonies of Eritrea and Somaliland to the West of Addis-Ababa. Italy was convinced of the impossibility of any agreement, even economic, with Ethiopia; for that country was incapable of respecting international agreements of any kind whatever.

On September 23rd, the Ethiopian delegation informed the Chairman of the Committee that it was willing to open negotiations immediately on the basis of the Committee's suggestions.

The Council received the report of the Committee of Five on September 26th. The President, M. Ruiz Guinazú, observed that the efforts of the Committee of Five to find a peaceful settlement had been unsuccessful. But he was unwilling to believe that the path of conciliation was finally closed, and thought it wiser not to announce that the task of the Committee was at an end. It should be in a position, should any suggestions be made to it, to consider whether they might justify a further attempt at conciliation.

The President referred to the fact that the moment had come for the Council to contemplate the preparation of its report in virtue of Article 15 of the Covenant. The unanimous award of the arbitrators, in conformity with the Italo-Ethiopian Treaty of 1928, had not put an end to the dispute brought before the Council. On September 4th, Article 15 of the Covenant, therefore, became applicable. The President proposed to entrust to a Committee consisting of representatives of all the Members of the Council, except the Parties, the drafting of the report referred to in Article 15, para. 4.

He suggested that the Council session should not be closed; for the Council would meet in time to approve the report or would be summoned if circumstances so dictated.

Mr. Eden (United Kingdom) agreed with the President's proposal and said that, while the work of drawing up the report was in progress, Governments would have the opportunity to consider whether anything further could be done to safeguard the peace. The United Kingdom Government's policy had been explained to the Assembly by a declaration of Sir Samuel Hoare, Secretary of State for Foreign Affairs, and the United Kingdom Government was determined to abide by that policy.

M. Laval (France) agreed with the President's

proposal and had nothing to add to previous statements that he had made. He was convinced that the Council would carry out its task in accordance with the letter and the spirit of the Covenant.

M. Litvinov (U.S.S.R.) said that his Government's attitude was determined by the principles which he had stated both in the Council and in the Assembly; those principles left no doubt as to the response his Government would give to any proposals that the Council might make for safeguarding the peace in Africa, as well as in other continents, and for maintaining the Covenant.

After M. Munch (Denmark) had approved of the procedure proposed, the Council unanimously expressed its agreement with the President.

The Council Committee met on September 27th and appointed M. de Madariaga as chairman. It noted a telegram from the Emperor of Ethiopia announcing that, several months ago, the Ethiopian troops had received the order to withdraw 30 kilometres from the frontier to avoid any incident. At the same time the telegram asked for the despatch of impartial observers to note the facts in regard to any aggression or incident that might occur and decide who was responsible for them. The Committee decided to consider whether the state of affairs would enable impartial observers to carry out their duty.

The Committee then instructed the Secretariat to prepare the first part of the report on the history of the dispute before the Council.

On September 28th, in a further telegram, the Emperor of Ethiopia announced that while continuing to collaborate with the Council for a pacific settlement in accordance with the Covenant, he would be failing in his duty if he delayed any longer the general mobilisation necessary to ensure the defence of his country. The telegram added that the contemplated mobilisation would not affect previous orders to keep Ethiopian troops at a distance from the frontier.

2. THE FINNISH GOVERNMENT'S CLAIM.

The Council on September 13th considered the findings of the report which it had instructed a Committee consisting of the representatives of Spain, Argentine and Czechoslovakia to submit on the question whether, taking into account all the circumstances brought out during the discussion, the Council should proceed with the application of Article 11, paragraph 2, of the Covenant to the Finnish claim against the United Kingdom Government

in connection with the Finnish ships used during the war by that Government.*

In the report, the Committee, of which M. de Madariaga was Chairman, pointed out that it was not disputed that the Council could deal with the Finnish request; but the Council could not erect itself into an international tribunal, still less decide the case without arrogating to itself arbitral powers which were not conferred upon it by the Covenant. The Council could only exercise conciliatory action. But the Committee had reached the conclusion that the discussions had provided no basis for recommending a solution. It could therefore only reply to the question in the negative.

Mr. Eden, United Kingdom representative, accepted the report.

M. Holsti (Finland) was against it.

M. Munch (Denmark), M. Komarnicki (Poland) and M. Rustu Aras (Turkey) stated that, as the Council's right to concern itself with a request of this nature was not challenged, they could accept the findings of the report. The question whether the Council should or should not proceed with the consideration of the case being a question of procedure, a decision was taken by a majority vote.

All the Members of the Council supported the findings of the report, except the Finnish representative, who voted against. The report was therefore adopted.

3. SETTLEMENT OF THE DISPUTE BETWEEN BOLIVIA AND PARAGUAY.†

It will be remembered that the Special Assembly took note on May 17th of a joint declaration by the Governments of the Argentine and Chile with regard to the forthcoming opening of negotiations at Buenos Aires.‡

While expressing to the group of mediating States its earnest hope that the new effort undertaken in America would lead to the rapid restoration of peace, the Special Assembly decided, at the same time, to place the question of the dispute on the agenda of the next ordinary session.

The Sixth Committee dealt with the subject at its meeting on September 17th. The representative of Portugal, as Chairman of the Advisory Committee, made a statement on the development of the situation in the last few months. He referred to the signature of the Buenos Aires Protocols on June 12th,

* See Monthly Summary, Vol. XV., No. 1, page 10, and No. 5, page 117.

† See Assembly resolution: Annex, page 236.

‡ See Monthly Summary, Vol. XV., No. 5, page 11.

in virtue of which hostilities finally ceased and the Peace Conference began its work under the chairmanship of the Argentine Foreign Minister.

The Chairman of the Advisory Committee also referred to the fact that numerous Governments had acted on the opinion he had expressed on June 22nd regarding the prohibition of the supply of war material to the former belligerents. The discriminatory measures taken as a result of the advice and recommendations of the Advisory Committee had been suspended. The representatives of the Argentine, Chile and Uruguay, together with the Bolivian delegate, gave the Committee information on the work of the Buenos Aires Conference. Demobilisation operations have proceeded normally, and there is every reason to suppose that they will have been completed even before the expiration of the time-limit of ninety days fixed by the Buenos Aires Protocol. On the other hand, difficulties have arisen with regard to the exchange and repatriation of prisoners of war.

The Spanish delegate proposed, and the Assembly decided, to maintain in being the Advisory Committee appointed to follow the situation.

The Assembly further adopted a resolution expressing its great satisfaction at the signature of the Protocols of June 12th, 1935, congratulating the Governments represented at the Buenos Aires Conference on their efforts, and earnestly hoping that the prosecution of these efforts would result in the complete re-establishment of peace and good understanding between Bolivia and Paraguay.

4. DISPUTE BETWEEN IRAQ AND IRAN.*

On May 25th, 1935, the Council postponed to its next session the request made by the Government of Iraq in December, 1934, in conformity with Article 11, paragraph 2, of the Covenant.

To promote a final settlement of the dispute, it had been agreed that the parties should discuss the matter with one another direct.

On September 28th, the Rapporteur, Baron Aloisi (Italy), announced that, on the 25th, he had received a letter, signed by the representatives of Iraq and Iran, informing him that the negotiations between the two countries were proceeding favourably. He therefore

thought it unnecessary to bring the matter before the Council at its present session.

After expressing satisfaction at the happy turn taken by the negotiations, the Rapporteur proposed, and the Council agreed, that the matter should be adjourned.

5. SETTLEMENT OF THE DISPUTE BETWEEN COLOMBIA AND PERU.

By communications of September 27th and 30th, the Ministers for Foreign Affairs of Colombia and Peru informed the Secretary-General of the League that the ratifications of the Protocol, signed at Rio de Janeiro in May, 1934,† between Colombia and Peru, had been exchanged on September 27th, and expressed their Government's appreciation of the action of the League in settlement of the dispute.

6. RELATIONS BETWEEN THE LEAGUE AND THE PAN-AMERICAN UNION.‡

On the proposal of the Colombian delegation, the Assembly in 1934 placed the question of the relations between the League and the Pan-American Union on the agenda of its 1935 session.§

The First Committee emphasised the great interest attaching to a study of the most suitable methods of co-operation between these two bodies, seeing that, despite their different character, they both aimed at maintaining peace, and that consequently the establishment of closer bonds of co-operation between them might be advantageous in several respects.

The Committee also took note of a resolution adopted at the seventh Pan-American Conference at Montevideo in 1933, under which a study of the activities and methods of co-operation of the Union with non-American States and bodies would be undertaken at the eighth Conference.

The Committee considered that it was necessary to await the outcome of the work undertaken by the Union before proceeding to a more detailed examination of the Colombian proposal. It thought, however, that relations should be maintained between the Secretary-General of the League and the Director-General of the Pan-American Union, for the purpose of exchanging information.

† See Monthly Summary, Vol. XIV., No. 5, page 101, and Vol. XV., No. 2, page 30.

‡ See Assembly resolution: Annex, page 236.

§ See Monthly Summary, Vol. XIV., No. 9, p. 209.

* See Monthly Summary, Vol. XV., No. 5, page 117.

III.—LEGAL AND CONSTITUTIONAL QUESTIONS.

I. COMPOSITION OF THE COUNCIL.

In 1933 a special committee was set up to study the system of elections to the Council. Its object was to provide a remedy for the complaint that the then existing practice of filling the non-permanent seats on the Council from States belonging to certain groups led to a permanent exclusion of a number of States Members of the League from representation on the Council.

Following a recommendation of this Committee, the Assembly, by a resolution of October 2nd, 1933, decided upon a provisional creation of one new non-permanent seat on the Council for the period 1933–36. It laid down, however, that towards the end of this period the question of the number of Members of the Council would be reconsidered, all the Members of the League remaining free "to propose any final solution."

By a communication of May 21st, 1935, addressed to the Council, the Chinese Government stressed the absence of any representation of the Far East on the Council and put forward China's claim to a seat on it.

On September 16th, the Austrian delegate, Baron de Pfügl, expressed before the Assembly his Government's view that every Member of the League which had no permanent or semi-permanent seat on the Council should, as far as possible, in equal measure and not provisionally, be *de facto* and *de jure* eligible to a non-permanent seat.

On September 26th, the Council decided to appoint a committee to study the question, as set forth in the Assembly's resolution, and, in connection with it, to examine the Chinese Government's request.

This Committee, composed of representatives of the Argentine, Austria, Belgium, the United Kingdom, Canada, China, France, Iran, Italy, Latvia, Peru, Poland, Rumania, Spain, Sweden, and the Union of Soviet Socialist Republics met on September 28th, under the chairmanship of M. Rocco (Italy). After a preliminary exchange of views the Committee decided that the Governments should be invited to submit their views on the matter by November 11th, and asked the Chairman to convene it again soon after this date.

2. ELECTIONS TO THE COUNCIL.

On September 16th, the Assembly proceeded to the election of three non-permanent Members of the Council.

It appointed Rumania and Ecuador to succeed Czechoslovakia and Mexico, whose term of office had come to an end.

The Assembly also elected Poland which, by a previous vote of the Assembly, had been declared re-eligible.

Out of a total of fifty-four votes cast, Rumania obtained fifty, Ecuador forty-five, and Poland forty-two.

All three States were elected Members of the Council for a period of three years.

3. CONDITIONS OF VOTING ON REQUESTS FOR THE PERMANENT COURT'S ADVISORY OPINIONS.*

By a resolution of September 24th, 1928, the Assembly expressed a desire that the Council should study the question of whether the Council or the Assembly may, by a simple majority, ask for an advisory opinion from the Permanent Court of International Justice, within the meaning of Article 14 of the Covenant.

No effect was given to this recommendation. In practice the Council only applied to the Court when its members were unanimous in wishing to do so. Since 1928 the number of requests for advisory opinions sent to the Court very much diminished. They amounted to twenty-five for the period 1921–1932 and only to one for the period 1933–1935. Certain Governments regarded this circumstance as a consequence of the unanimity rule observed by the Council. Moreover, they felt anxiety as to the risk to the legal security of the States concerned which might, in certain cases, arise from resort to the opinion of committees of jurists of variable composition, not bound by any rules of procedure.

These considerations led the delegations of Belgium, the Netherlands, Norway, Sweden and Switzerland to revive the Assembly recommendation of 1928. They proposed that the Assembly ask the Council to give effect to its resolution of 1928 and to recommend that, if the Council remained divided on this question of principle, it should submit this point itself for an opinion of the Permanent Court of International Justice.

The First Committee was divided on the substance of the question, namely, the interpretation to be placed on the Covenant. Some delegates were in favour of the majority vote, others supported the unanimous vote, while certain members of the Committee adopted an intermediate position.

* See Assembly resolution: Annex, page 234.

Opinion was also divided on the proposal providing for the Permanent Court of International Justice to be itself consulted on the interpretation of the relevant provisions of the Covenant, should the Council be unable to reach unanimous conclusions on the study of the question. The view was expressed—although immediately opposed—that the Court could not decide on a question submitted in an abstract and general way, and not in connection with a concrete case.

In these circumstances the Assembly, while recalling its resolution of September 24th, 1928, observed that the uncertainty on the matter might have contributed to diminish the activity of the Court. It was of opinion that it was desirable for the security of the legal rights of the Members of the League, when it appeared indispensable for the accomplishment of the task of the Council or the Assembly, to have advice on some point of law, that such advice should, as a general rule, be requested from the Permanent Court of International Justice. It also expressed the desire that the Council examine in what circumstances and subject to what conditions an advisory opinion might be asked for under Article 14 of the Covenant.

4. REVISION OF THE STATUTE OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE.*

The Protocol concerning the Revision of the Statute of the Permanent Court of International Justice, adopted on September 14th, 1929, was to have come into force on September 1st, 1930. This, however, was made subject to certain requirements, including the ratification of the Protocol by a number of States. Certain countries having not yet ratified the Protocol, it has not to this day entered into force.

Upon the initiative of the Swiss delegation, the matter was raised by the Assembly. It was pointed out in the First Committee that the ratifications of only three countries, namely, Brazil, Panama and Peru, were needed for the Protocol to come into force, and that these States had signified that they would soon be in a position to deposit their instruments of ratification. In the course of the discussion certain delegations emphasised the importance of conventions concluded with the assent of every State not being allowed to remain a dead letter owing to the absence of the necessary ratifications. They stressed the injustice of the will of the great majority of States being paralysed by a small minority. It was thought desirable that certain precautions should be

taken in future to prevent the recurrence of such situations.

Upon the proposal of the Committee, the Assembly decided that the Protocol of Revision of the Statute of the Court should enter into force on February 1st, 1936, even if the three missing ratifications were not received before that date, on condition, however, that the three States concerned made no objection to the proposed expeditious procedure.

5. STATUS OF WOMEN.†

By a communication of September 26th, 1934, a number of delegations called the attention of the Assembly to the Equal Rights Treaty signed at Montevideo on December 26th, 1933, by the representatives of Uruguay, Paraguay, Ecuador, and Cuba. The first article of this Treaty reads as follows :

“The Contracting States agree that, upon the ratification of this Treaty, men and women shall have equal rights throughout the territory subject to their respective jurisdictions.”

The First Committee considered the question of the legal equality of the sexes under two heads : (1) the political and civil rights of women ; (2) the status of women as regards conditions of employment. The question of the status of women as regards conditions of employment falling within the sphere of action of the International Labour Organisation, the Committee expressed the hope that this Organisation would examine it in accordance with its normal procedure.

A number of delegates supported the principle of the Montevideo Treaty. Others thought that, while Governments might accept the principle of equality generally, they would not be disposed to apply it in connection with any particular subject matter without a prior examination of the effect of its application. The majority of delegates agreed that the question of the political and civil status of women should be referred to Governments for their observations. The Italian and Swiss delegates expressed the opinion that the matter fell within the exclusive jurisdiction of each State and was, accordingly, outside the scope of the functions of the League. The Belgian delegate held that since the acquisition of equal rights with men could be of advantage to women only to the extent to which the rights they wished to exercise were already enjoyed by men, the question of the civil and political rights of women should not be considered except as part of the larger subject of the rights of the individual human being.

* See Assembly resolution : Annex, page 234.

† See Assembly resolution : Annex, page 234.

The Assembly decided to refer the question to the Governments for their observations, including observations as to the action which, in their view, the League might take in this matter. It also decided to request Governments to supply to the Secretary-General information as to the existing political and civil status of women under their respective national laws.

6. NATIONALITY OF WOMEN.*

A very wide variety of opinions was expressed in the First Committee on the principle of the equality of the sexes in the matter of nationality.† This principle was set forth in Article 1 of the Montevideo Treaty of 1933, which provides that there shall be no distinction based on sex as regards nationality in legislation or practice.

A large number of delegates, including those of the Union of Soviet Socialist Republics, Chile, China, Cuba, Mexico, the States of the Little Entente, Norway, Sweden, Turkey and Uruguay, upheld the principle of the equal treatment of the sexes. Others could not accept the principle that the nationality of a married woman should be independent of that of her husband. They pointed to the effect that difference of nationality between husband and wife might have on the unity of the family and on the wife's civil rights and position in time of war. Some expressed the view that equality in the matter of nationality would not necessarily lead to the husband and wife having different nationalities. It was held that freedom to choose nationality would not impair unity of nationality and moral unity within the family. It was argued that the adoption of this principle would improve the position of married women in time of war. An intermediate attitude was adopted by several delegates, who did not think that at the present time any further action was possible in the direction of equality of the sexes with regard to nationality beyond the provisions of the Convention signed at The Hague in 1930.

In these circumstances the Assembly, while again recommending the ratification of the Hague nationality convention, noted with interest the achievement accomplished by the American States in drawing up the Montevideo Convention, and pointed out that this Convention was open to the accession of all States.

* See Assembly resolution: Annex, page 235.

† See Monthly Summary, Vol. XIV., No. 9, p. 205.

7. INTERNATIONAL INSTITUTE FOR THE UNIFICATION OF PRIVATE LAW.‡

(a) *Work of the Institute.*

The First Committee considered for the first time the work of the International Institute of Rome for the Unification of Private Law.

The Institute was established and is maintained by the Italian Government in accordance with an offer made by that Government to the League in 1924 and the agreements reached with the Council in 1926. Its Governing Body, appointed by the Council of the League in 1927, held its first session in 1928. Since then the League organs such as the Intellectual Co-operation Organisation, the Committee for the Protection of Women and Children and the Economic Committee have frequently benefited by the co-operation of the Institute.

The efforts of the Institute are directed towards the establishment in the different countries, so far as practicable, of uniform principles and rules of law. In a sense it is endeavouring to make good the disappearance of the universal rules which once resulted from the general acceptance of Roman Law. The policy of the Institute is to take up only those questions the solution of which is of immediate interest and which may be regarded as ripe for uniform regulation.

The Institute recently submitted to the Council and the Council forwarded to the Governments for their observations the first two preliminary draft uniform laws which it had drawn up regarding the sale of moveable property and the responsibilities of hotel keepers.§

The Assembly congratulated the Institute upon the work already accomplished. The two draft laws being intended to promote international economic and commercial relations the Assembly called upon the Governments to give them their favourable consideration.

(b) *Composition of the Governing Body of the Institute.*

On September 17th, on the proposal of the Italian representative, Baron Aloisi, rapporteur, the Council appointed, for a period of five years, M. J. Kusters, Vice-President of the Supreme Court of the Netherlands, as a member of the Governing Body of the International Institute for the Unification of Private Law, to succeed M. Loder, who had resigned.

The Council expressed its regrets at the resignation of M. Loder, whose co-operation

‡ See Assembly resolution: Annex, page 235.

§ See Monthly Summary, Vol. XV., No. 1, page 21.

in the work of various Committees of the League had been of great value.

8. CONSTITUTION AND WORKING OF LEAGUE COMMITTEES.*

In accordance with the Assembly resolution of September 27th, 1934,† the Council invited a special committee to study the constitution, practice and procedure of League Committees with a view to proposing corrections, adjustments and improvements.

The Second Committee declared itself in general agreement with the terms of the Special Committee's report. Upon its proposal the Assembly adopted most of the conclusions of the Special Committee's report and requested the Council to take steps to carry out the general suggestions contained in it. It was of the opinion that these suggestions should be regarded as a statement of principles which the Council could adopt even in the case of committees to which the study of the Special Committee did not refer.

The Assembly also asked the Council to bear in mind certain proposals of the Special Committee dealing with the terms of reference of the Financial Committee and adopted the suggestions of its Second Committee concerning the transformation of the Bureau of the Health Committee. It decided to postpone the question raised by the Special Committee as to whether a new body having powers of initiative and co-ordination should be created for questions connected with economics, finance and communications.

9. AMENDMENT OF THE COVENANT.

The General Committee of the Assembly decided that the question of bringing the Covenant of the League into harmony with the Pact of Paris should be adjourned to the next session of the Assembly, since the Committee of representatives of all the Members of the League which had been set up to study this question had not been able to meet.

10. ARGENTINE TREATY OF NON-AGGRESSION AND CONCILIATION.‡

Upon a proposal submitted by the delegation of the Argentine Republic, the Assembly decided that the Treaty of Non-Aggression and Conciliation concluded on the initiative of the Argentine Government would be included among the material to be put at the disposal

of the Committee entrusted with the study of the amendments to the Covenant.

11. PROCEDURE OF THE ASSEMBLY.§

(a) *General Committee and Agenda Committee.*

The First Committee considered a note by the Secretary-General suggesting certain amendments in Article 7 of the Assembly's Rules of Procedure. The object of the amendments was to make the first delegates of the permanent Members of the Council *ex officio* members of the General Committee and to give an official existence to the Agenda Committee.

The Norwegian delegate proposed the setting up of a Committee for the nomination of candidates the function of which would be to facilitate arrangements for elections at the commencement of each Assembly without, however, imposing any restrictions on the Assembly's freedom of action.

After discussion, the Committee was of opinion that questions of principle had been raised and that the contemplated changes would require careful examination.

On the proposal of the Committee, the Assembly decided to adjourn the consideration of this matter to its 1936 ordinary session.

(b) *Maintenance of the Temporary Rules.¶*

By a resolution of October 11th, 1933,¶ the Assembly adopted, as an experiment only, for the session of 1934, two rules of procedure providing respectively: (a) for the possibility of the Finance Committee (Fourth Committee) to be convened before the opening of the session; (b) for the approval without debate, at plenary sessions of the Assembly, of reports of Committees which the Committees had unanimously declared suitable for this procedure and the discussion of which was not requested subsequently by any delegation.

The Assembly having not applied the procedure created by the first rule was of opinion that more time was necessary to judge of its utility. It accordingly maintained this rule for the year 1936.

On the other hand, experience having proved the advantages of the second rule, the Assembly decided that it should be inserted in its Rules of Procedure as Article 14 (A).

12. INTERNATIONAL ENGAGEMENTS.

(a) *Conventions concluded under the Auspices of the League.*

On September 7th the Council noted, on the

* See Assembly resolution: Annex, page 235.

† See Monthly Summary, Vol. XIV., No. 9, page 205; Vol. XV., No. 1, page 21; No. 6, page 153; and No. 7, page 172.

‡ See Monthly Summary, Vol. XIII., No. 11, page 253.

§ See Assembly resolution: Annex, page 235.

¶ See Assembly resolution: Annex, page 235.

¶ See Monthly Summary, Vol. XIII., No. 10, page 240.

proposal of the representative of Italy, Baron Aloisi, the list of signatures, ratifications and accessions concerning the agreements and conventions concluded under the auspices of the League.

(b) *Registration of Treaties.*

The Treaties and International Engagements registered by the Secretariat of the League during September include :

An Exchange of Notes constituting an Agreement regarding commercial relations between the United States of America and the Union of Soviet Socialist Republics (Moscow, July 11th, 13th and 15th, 1935), presented by the United States of America ;

A Treaty of Naturalisation between Albania and the United States of America (Tirana, April 5th, 1932), presented by the United States of America ;

A Convention between the Economic Union of Belgium and Luxemburg and France, regarding motor traffic in the frontier zones (Paris, July 16th, 1935), presented by Belgium ;

A Convention between Germany and Belgium concerning the taxation of motor vehicles (Berlin, December 21st, 1934), presented by Belgium ;

An Exchange of Notes between Germany and Norway regarding the reciprocal recognition of driving licences and registration certificates for passenger motor vehicles (Berlin, July 19th, 1935, and August 13th, 1935), presented by Norway ;

Two additional Conventions between Belgium and Nicaragua and Belgium and Guatemala

regarding the application to the Belgian Congo and to the territories of Ruanda-Urundi of the Extradition Treaties with these countries, presented by Belgium ;

A Supplementary Treaty to the Extradition Treaty of March 19th, 1924, between the United States of America and Bulgaria (Washington, June 8th, 1934) presented by Bulgaria ;

A Declaration concerning the modification of Article 2 of the Extradition Convention of August 15th, 1874, between France and Belgium (Brussels, April 25th, 1935), presented by Belgium ;

An Exchange of Notes between the United States of America and Great Britain and Northern Ireland relating to air navigation (Washington, March 28th and April 5th, 1935), presented by the United States of America ;

An Exchange of Notes between the United States of America and Great Britain and Northern Ireland constituting an arrangement concerning the issuance by the one country of licences to nationals of the other country authorising them to pilot civil aircraft (Washington, March 28th and April 5th, 1935), presented by the United States of America ;

A Supplementary Treaty to the Extradition Treaty of July 2nd, 1925, between the United States of America and Czechoslovakia (Washington, April 29th, 1935), presented by the United States of America ;

A Convention between Great Britain and Northern Ireland and Czechoslovakia regarding judicial assistance (Prague, February 15th, 1935), presented by Czechoslovakia.

IV.—ADMINISTRATIVE QUESTIONS.

I. MANDATES.*

(a) *Discussion in the Council.*

The Council on September 6th noted the report of the Permanent Mandates Commission on its 27th session.† M. Benes (Czechoslovakia) was Rapporteur.

As regards the frontier between Tanganyika and Ruanda-Urundi, in response to the joint action of the Governments of Belgium and the United Kingdom regarding the delimitation of the frontier between these territories as fixed by the Anglo-Belgian Treaty of November 22nd, 1934, the Council approved the provisions of the Treaty in question.

The Council requested the Governments of the United Kingdom and France to furnish

such assurances as would safeguard Article 2 of the Commercial Agreement of June 27th, 1934, from any interpretation incompatible with the principle of commercial equality which governs the status of territories placed under their A and B Mandates.

The Secretary-General was instructed to communicate, in each case, to the Mandatory Power concerned, the Commission's observations on the administration of the territories, and to request it to take the action asked for by the Commission.

The Council also instructed the Secretary-General to bring, to the knowledge of the Mandatory Power and the petitioner concerned the Commission's conclusions concerning the petitions examined by it.

Mr. Eden, United Kingdom representative, gave an explanation of the Commercial Agree-

* See Assembly resolution : Annex, page 236.

† See Monthly Summary, 1935, Vol. XV., No. 8, page 183.

ment between France and the United Kingdom of June 7th, 1934.* This was a bilateral Treaty between the two countries, which had the effect merely of precluding claims by France against the United Kingdom and *vice versa* in respect of certain privileges or preferences. It affected only the right of the two countries *inter se* and could hardly be of concern to a third party, whose rights could not be affected by it. If the text of the Agreement were further examined, it would be seen that the question of the preference given to the United Kingdom by the United Kingdom mandated territories (or to France by the French mandated territories) would in any case not be relevant under the Agreement, because the Agreement applied only to Customs tariffs applicable in the United Kingdom to French goods and to those applicable in France to United Kingdom goods. Consequently, the effect of the Agreement was merely to preclude France from claiming privileges given by the United Kingdom to United Kingdom mandated territories, and the United Kingdom from claiming preferences given to France by French mandated territories.

M. Laval, the French representative, associated himself with the assurances given by Mr. Eden.

The representative of Australia, Mr. Bruce, declared that with regard to the system of preferences within the British Empire, and to certain views that had been expressed by members of the Mandates Commission, he could not accept these views as authoritative as to the relations between the different nations that constituted the British Empire.

Mr. Eden made reservations on the same subject. "I could not, of course," he said, "for a moment accept the suggestion that the special nature of the relations subsisting between the various parts of the British Commonwealth of Nations is based upon a fiction." A letter had already been sent by His Majesty's Government in the United Kingdom to the Secretary-General formulating these reservations, and asking for their publication.

M. Rappard, representative of the Permanent Mandates Commission, observed that the passage to which reference had been made was not part of the operative portion of the Mandates Commission's resolution. It appeared merely in the preamble, which itself stated that so far as only British or French Dominions, colonies and protectorates were concerned, the matter did not affect the Mandates Commission.

* See Monthly Summary, Vol. XV., No. 8, page 183.

(b) *Discussion in the Assembly.*

The Assembly also considered the work done by the League in connection with mandates during the year. Once again it was acknowledged that the Mandates Commission acquits itself of the delicate task of supervision, with which the Covenant entrusts it, with the utmost vigilance and conscientiousness, and at the same time with an admirable sense of proportion.

Certain delegates urged that the Commission should be given wider facilities for its work. They considered that special funds should be available to enable those concerned in the supervisory work to visit the various mandated territories.

The Assembly laid stress on the results secured by the Jewish Agency, in co-operation with the Mandatory, which have contributed to the economic development of Palestine, careful preparations having been made for the reception of a growing number of high-class immigrants, who are contributing work, labour and capital to the development of the territory.

Appreciation was also expressed of the conscientious view taken of its responsibilities by the Government of the Union of South Africa, as revealed more especially by its attitude towards the movement in the mandated territory for incorporation in the Union.

The delegate of the Union took the opportunity to reaffirm that his Government would do nothing that might in any way prejudice the solution of the problem, and that in case of necessity it would consult the competent authorities at Geneva.

Referring to the apprehensions aroused by certain measures tending towards the union of mandated territories with adjacent possessions, the delegates of France and the United Kingdom gave assurances that the individuality of the mandated territories was in no way threatened, the measures in question being directed towards exclusively economic and administrative aims, involving no political intentions.

The Assembly trusted that the efforts of the mandatory Powers and of the organs of the League, pursued in a broad co-operative spirit, would bring about that progress which was the essential object of the institution of the mandate.

2. DANZIG.

Application of the Constitution.

On September 23rd the Council, in the presence of Mr. Sean Lester, League High Commissioner in Danzig and M. Greiser, President of the Senate of the Free City, dealt

with a number of petitions concerning the application of the Danzig Constitution.*

1. Conclusions of Jurists.

In May last the Council set up a Committee of Jurists to examine a number of petitions received from various sections of the Danzig population, complaining of the infringement by the Senate of the Constitution of the Free City. The Committee was to report to the Council whether the Constitution had been violated, either by legislative decrees or by administrative acts or omissions.†

In his report on the Jurists' conclusions, the rapporteur made it clear that the Council must approach the subject from the point of view expressed in a report by Sir John Simon, adopted by the Council on January 18th, 1934.‡

The Rapporteur then drew a distinction between the cases in which the Jurists found that the Constitution had unquestionably been infringed and the cases in connection with which they expressed doubt as to the spirit in which certain of the Decree Laws had been applied.

According to the Jurists the Constitution had unquestionably been infringed in the following cases :

(a) The Decree of April 4th, 1934, concerning the Wearing of Uniforms, promulgated under the Enabling Law of June 24th, 1933. This Decree was criticised with special severity in the petition of the Catholic Parish Priests of August 30th, 1934, on the ground that it constituted a violation of the fundamental rights of citizens, namely, the right freely to express opinions and the right to equality before the law.

(b) The Decree Law of October 10th, 1933, for the protection of the Good Name of National Associations, complained of in the Centre Party's petition, and the amendment enacted by a Decree of March 6th, 1934, complained of in the petition from the Jewish Organisations.

(c) The prohibition and confiscation by the authorities of the newspaper *Die Danziger Volkstimme*, complained of by its publishers.

The Jurists expressed doubt as to the spirit in which certain of the Decree Laws had been applied in the following cases :

(a) The Decree of March 4th, 1934, concerning pupils' membership of associations within and outside their schools, complained of

in the petitions of the Catholic Parish Priests.

(b) The Decree Law of December 16th, 1933, concerning the institution of representation for the Danzig teachers, to which the petition of the Centre Party takes exception.

(c) The Decree Law of August 14th, 1933, concerning the institution of representation for officials, to which the Centre Party's petition takes exception.

(d) The discriminatory steps said to have been taken against the Jewish population, complained of by the Jewish Organisations.

(e) The alleged failure of the Senate to comply in its administrative actions with Article 73 of the Constitution (equality before the law) complained of by the Jewish Organisations.

(f) The defamation and boycotting referred to in the petition of the Jewish Organisations.

The Rapporteur invited the Council to endorse the Jurists' opinion and to express its concurrence in the general considerations put forward by them concerning the spirit in which the Constitution should be applied.

He recalled the statement made by the President of the Senate at the Council meeting of May 25th, 1935, to the effect that should the Council, in the light of the opinion of the jurists, reach the conclusion that the Constitution had been infringed, the Senate of the Free City would modify its opinion. He proposed, therefore, that the Council should recommend the Senate to remedy the situation revealed by the petitions by bringing the legislation of the Free City into conformity with the Constitution and by ensuring in future the strict observance of its principles in the application of all laws. He further suggested that the President of the Senate should submit, at the next session of the Council, a report on the action taken by the Senate.

2. AMENDMENT OF THE PENAL CODE.

By a communication of September 17th, the High Commissioner forwarded to the Council a joint petition of September 4th from the German National Party, the Centre Party and the Social Democratic Party, protesting against two Decrees issued by the Senate on August 31st and 29th respectively, amending the Penal Code and the Code of Penal Procedure, on the ground that these Decrees violated the Constitution. He also communicated the observations of the Senate on the petition.

In his report to the Council the rapporteur pointed out that the Decrees effected a revolution in the penal law of the Free City. Hitherto the principle *nulla pœna sine lege* had been applicable at Danzig under Article 2 of the

* Rapporteur: the representative of the United Kingdom, Mr. Eden.

† See Monthly Summary, Vol. XV., No. 5, page 134.

‡ See Monthly Summary, Vol. XV., No. 1, page 6.

Penal Code. No person could be punished except for an offence provided for and strictly defined by law. The Decree of August 31st amended Article 2 of the Penal Code so as to render punishable any person who committed an act "which is deserving of penalty according to the fundamental conceptions of a penal law and healthy national consciousness." Details regarding the application of this rule are laid down in a new Article 2 (a). The Decree of August 29th inserted provisions in the Code of Penal Procedure to permit of prosecutions being undertaken in accordance with the new rule.

The rapporteur thought the Council should be unwilling to admit that the two Decrees were in accordance with the Constitution without obtaining legal advice. He proposed that the Council should request the Permanent Court of International Justice to give an advisory opinion, if possible before the Council session of January 1936, on the question whether the Decrees in question were consistent with the Constitution of Danzig, or, on the contrary, violated any of the provisions or principles of that Constitution.

3. DISMISSAL OF MUNICIPAL EMPLOYEES.

By a communication of August 13th, 1935, the High Commissioner called the Council's attention to two cases of dismissal of employees of the municipality of Danzig, M. Luck and M. Schmode, who are alleged to have been dismissed for their political opinions, contrary to Articles 79 and 113 of the Danzig Constitution.

It appears from the Senate's statement that the two petitioners were considered to be dangerous because they were "unreliable" and that their unreliability consisted in their attitude towards the National-Socialist standpoint and their adherence to Marxist principles. It is not alleged that there was any evidence that either of them was likely to take action injurious to the proper working of the concern in which he was employed.

The appeals of both the petitioners were dismissed by the Supreme Labour Court. Later, however, the Court reversed its attitude, pointing out that "as the Supreme Administrative Court had pertinently observed, to admit mere opinion as a ground for discharge of an employee is not consistent with the provisions of the Constitution."

The rapporteur approved the principle laid down by the Supreme Administrative Court as the only principle consistent with the Constitution and asked the President of the Senate to assure the Council that the municipal

administration would be guided by it in the future.

The representative of the United Kingdom, Mr. Eden, rapporteur, observed that whereas in the past the Council had dealt almost invariably with the relations between the Free City and Poland, recently it had examined only matters concerning the internal affairs of the Free City. "It is, on the one hand," he said, "a matter for congratulation that the external relations of the Free City have so far improved as to render unnecessary recourse to the Council on this score. But, on the other hand, it is regrettable that the Council should have to intervene to protect the rights of one section of the population of the Free City against encroachment by another section."

He pointed out that the High Commissioner, to whom the Council was indebted for the wise and prudent discharge of his task, spared no effort with a view to having such disputes settled on the spot. It was only when he saw no hope of a local settlement that he brought matters to the notice of the Council.

He was convinced that the Senate of the Free City would accept the recommendations of the Council in the spirit in which they were made, a spirit of constructive helpfulness. He thought they should be of assistance to the Senate in restraining these elements in the Free City who might desire to apply in their entirety political doctrines incompatible with the Constitution. He added that they should also help the Danzig Government, without any loss of prestige, to modify its policy so that the Constitution of Danzig, of which the League is the guarantor, should in future be faithfully observed, not only in the letter but in the spirit.

The representative of Poland, M. Beck, paid a tribute to the rapporteur for the conscientious way in which he had considered the problems submitted to the jurists. He expressed the hope that the Senate would take appropriate measures in conformity with the Council's resolution. He did not think it normal that the Council of the League should deal with questions relating to the dismissal of municipal employees. He hoped that in future such questions could be settled on the spot and that the Senate would take into account the observations of the High Commissioner.

The representative of France, M. Laval, associated himself with Mr. Eden's conclusions. In his view it was the duty of the Council to see that the guarantee of the League remained effective. He had no doubt that the President of the Senate would comply with the state-

ments made by him at a previous session of the Council. He was glad to note that the rapporteur proposed that the question of the amendment of the penal code should be referred to the Permanent Court of International Justice.

The High Commissioner, Mr. Sean Lester, regretted that the Council should be called upon to attend to the internal administration of the Free City. He made it clear that every point now decided by the Council had been the subject of discussion between him and the Senate and could have been adjusted on a basis not less favourable for the Danzig Government. But when preliminary efforts in Danzig failed to remove his apprehensions he had no alternative but to refer matters to the Council.

He thought that the putting into operation of the recommendations before the Council would help to bring back public life in Danzig into accord with the Constitution. He explained that the position was such that while there were declarations of official loyalty to the Constitution, there were also, from members of the Senate and the Party which supports it, many declarations showing unfriendliness to the constitutional principles. An effort had been made to distinguish between the letter of the Constitution and its underlying principles, and it had not been thought wrong in many cases, both in legislation and administration, to endeavour to circumvent the intentions of the Constitution in favour of a particular party.

He hoped that the bitterness of the present internal conflict would be appeased. He explained that the people concerned were citizens of German culture and that a few months ago, at the public election held in Danzig, one of the principal objects was to seek to amend the Constitution, more than 40 per cent. of the voters expressed their opposition to the National Socialist policy. The rights for which the protection of the League had been sought were not merely the rights of individuals, but of thousands of men and women of German race, as was indicated by the sources of the petitions: every one of the fifty Catholic Parish Priests supported one petition; another represented thirty thousand of the voters of the Centre Party; the third was supported by about thirty thousand social democrats; and the fourth was sent by the small Jewish community. He hoped that the Government would endeavour to re-inspire the entire community with confidence that the rights of citizens were not threatened and that the Government was protection for all, irrespective of their political affiliations.

He pointed out that the co-operation between

the High Commissioner and the Senate, which should be fruitful and might avoid the necessity, in many cases, of reference to the Council, had been rendered somewhat unsatisfactory during the past six months. If this situation was to be improved it should be realised that co-operation did not only mean consideration on the part of the High Commissioner for the normal political and other difficulties of a government.

The President of the Senate, M. Greiser, declared that the Free City was glad that since the accession to power of the National Socialist Government differences between Danzig and Poland had disappeared.

In his view the solution of questions of internal policy such as those submitted to the Council should, in principle, be entrusted to each sovereign State. The only restriction the Senate had the duty to recognise in this connection was the guarantee of its Constitution by the League, which should be a guarantee of the external existence of the Free City. Many of the matters embodied in the petitions by the opposition, which are considered as defects in the application of the Constitution, were dealt with in the same way under previous Governments. He recalled that the Council had, on many occasions, made it clear that it desired in no way to become a supreme court of appeal with regard to Danzig, a situation which would not be compatible with the status of an independent State conferred upon the Free City by the Treaty of Versailles.

In accordance with his statement at the May session, he would transmit the decisions and proposals of the Council to the Senate for all necessary action. He emphasised that the Senate had always carefully examined the question of constitutionality, both as regards the promulgation of decrees and the application of decree-laws. As for the measures the constitutionality of which seemed doubtful, the opinion of the Government was entirely in agreement with the decisions of the Supreme Court.

Referring to the co-operation of the High Commissioner, he declared that the Senate had never been lacking in goodwill and that it was prepared to continue to show that goodwill in the future.

The Council adopted the rapporteur's conclusions.

3. THE SAAR TERRITORY.

International Force in the Saar.

In a letter dated July 10th, the Government of the Netherlands had suggested to

the Council that a commemorative medal should be struck for presentation to all those who had belonged to the military contingents sent to the Saar during the plebiscite.

At its meeting on September 28th, the Council, on the proposal of M. Ruiz Guinazu (Argentine), rapporteur, thought that, for reasons of economy, this proposal should not be entertained.

V.—TECHNICAL ORGANISATIONS.

I. ECONOMIC AND FINANCIAL QUESTIONS.*

In the month of September, the Assembly and the Council dealt with the economic and financial work of the League.

1. DISCUSSION IN THE ASSEMBLY.

With the aid of three important reports published during the year on the initiative of the League's Economic and Financial Organisation, the Assembly devoted special attention, this year as last, to the international trade situation. The reports relate to *Clearing Agreements*, *Agricultural Protectionism*, and the *Present Phase of International Economic Relations*.

The discussion brought out the following points:

When overtaken by the crisis, each country endeavoured to seek its own salvation by meeting the most pressing danger. They were thus necessarily led to follow divergent paths. The stability of currencies, the possibility of dealing in them, the free movement of capital and commodities, all this is to a large extent a thing of the past.

Accordingly, while the crisis tends to diminish, the machinery of international trade becomes more and more jammed. Of the two evils, the latter is now the more serious.

The world economic situation has no doubt shown a substantial improvement in the last two years. In the internal evolution of the principal countries there are signs of amelioration and recovery. Between 1932 and 1935, the index of industrial activity rose from 78 to 96, and that of industrial production from 81 to 94. Stocks have diminished, unemployment is declining and the prices of certain important raw materials have improved, as well as those of certain agricultural products. Budgetary problems are less acute, and progress is being made with a cheap-money policy.

But the signs of recovery are unevenly spread throughout the world. They are lacking in breadth and uniformity. They are "localised conjunctures" and in some sort artificial. In many cases the resumption of industrial activity is connected with the manufacture

of war material and army reorganisation. Apart from war production, the decline in unemployment noticeable in certain countries is almost entirely due to direct intervention by the public authorities.

Experience has shown that the recovery cannot go beyond certain limits unless it is supported and fostered by an ample and regular international circulation, the restoration of which can only be the outcome of international co-operation. It matters little whether this co-operation takes a collective or a bilateral form.

The discussion in the Assembly showed that Governments are perfectly convinced of the necessity for intensifying foreign trade and of modifying commercial policy on more liberal lines, subject to the sole condition that they will be followed by other countries and that, as regards currencies, they will find a situation of fact sufficiently stable not to hamper the development of normal commercial transactions.

This latter condition brings out the great importance of the relationship between commercial policy and the monetary problem. The re-establishment of a stable international monetary standard, that is, the gold standard, which remains the best available monetary mechanism, is agreed by all to be essential. No one can deny the disturbing influence of sudden and frequent fluctuations.

As the result of this discussion, the Assembly adopted the following resolution:

"The Assembly,

"Convinced of the inimical effect on international trade of arbitrary restrictions imposed by Governments;

"Noting that one of the ultimate objectives of Governments is a return to an international gold standard;

"Considering that, even before the re-establishment of such an international monetary standard becomes possible, effective steps might be taken with a view to the removal of impediments to the exchange of goods, and that such a removal is indispensable if the economic recovery of which signs are now apparent is to be developed;

"Considering that the recovery of international trade would be greatly assisted by the

* See Assembly resolution: Annex, page 236.

conclusion by as many countries as possible of bilateral agreements having for their object the application of a more liberal economic policy;

"Recognising, further, that the beneficial effects of such agreements would be more widespread when based upon the principle of the most-favoured-nation clause;

"Realising that Governments hesitate to enter into agreements of substantial duration if the circumstances in which they were entered into may be subject to violent changes as the result of currency fluctuations;

"Recommends that Governments should endeavour to encourage freer trade by the conclusion of bilateral agreements, subject, should they consider it necessary, to the provision that, in the event of a large variation in the rate of exchange between the currencies of the contracting parties, there should be power to take steps to revise the agreements at short notice."

* * *

After examining the results of the enquiries set on foot and of other work carried out by the Economic and Financial Organisation, the Assembly made certain recommendations as to clearing agreements, international loan contracts, and agricultural production.

As regards the clearing system, the Assembly agreed that it cannot be more than an expedient or makeshift involving numerous drawbacks, and that it should be abolished as soon as possible. It therefore suggested that the Council should consider the desirability of organising, in co-operation with the Bank of International Settlements, a consultation by competent persons with a view to devising means for promoting the application of the suggestions made last April by the Joint Committee on Clearing Agreements.*

* * *

The Assembly then dealt with the work of the various Committees comprised within the League's Economic and Financial Organisation.

1. *Economic Committee.*—The Economic Committee has been very active during the past year, having especially concerned itself with clearing agreements, agricultural protection, tourist traffic, international economic relations as a factor in the international economic system, veterinary conventions,† a draft Convention for the purpose of facilitating commercial propaganda,‡ the completion of the unified customs nomenclature and two draft uniform laws framed by the International Institute for the Unification of Private Law at Rome, and entitled respectively "Draft International Law on Sales" and "Draft

* See Monthly Summary, Vol. XV., 1935, No. 5, page 33.

† See Monthly Summary, Vol. 1935, No. 2, page 34.

‡ See article on this subject further on.

Uniform Law on the Responsibility of Hotel-keepers for the Deterioration and Loss of Objects carried by Travellers staying at their Hotels."

2. *Financial Committee.*—This Committee has devoted much of its time to giving technical advice to certain Governments, in particular Austria, Bulgaria and Hungary.

In Austria, a substantial measure of recovery has been achieved; the currency has remained stable; the resources of the Bank have increased; the debt service has been regular and punctual. The outstanding event in connection with this part of the League's activity during the year was the successful conversion of the 1923 Guaranteed Loan which this improvement in conditions rendered possible.

In Bulgaria, in spite of a year rendered difficult by a bad harvest, a fall in agricultural prices, a decline in manufacturing production and consequent decrease in foreign trade, certain reforms have been carried out in the public finances and in the public administration.

In Hungary, where there was also a poor harvest, public finances have improved. The Hungarian Government and the Hungarian National Bank have taken energetic financial measures. The strengthening of the position of the pengő abroad which has resulted, and the increase in deposits, made it possible to lower the rate of discount from $4\frac{1}{2}$ per cent. to 4 per cent. Progress in the budgetary equilibrium of local administrations is also noticeable.

In addition, certain members of the Financial Committee afforded technical assistance in connection with the Saar negotiations.

2. COUNCIL DECISIONS.

The reports of the Economic Committee, Financial Committee, Fiscal Committee and Committee of Statistical Experts were before the Council on September 17th. On 23rd, it considered an application from the Union of Soviet Socialist Republics concerning Foreign Trade Statistics, and on 27th a proposal on Commercial Propaganda and a request for the definition of the terms "importer and exporter."

1. *The Economic Committee.*

The Report of the Economic Committee endeavours to show, in popular form, how the divergent policies that different countries have been obliged to follow under the pressure of the crisis have resulted in a breakdown of the international machinery, whose smooth working is necessary to the normal economic life of civilised nations.

Without wishing itself to draw conclusions from its report, the Committee expressed the

hope that "as soon as circumstances—political and other—permit, the position will be examined objectively, in the first place by the countries chiefly concerned, with a view to ascertaining whether opinion on either side has progressed sufficiently for it to be possible to contemplate for a stated period a *modus vivendi* in which monetary and commercial factors would both play their part."

In the hope of carrying further the work already accomplished by the signature of three veterinary conventions in February of this year,* the Economic Committee called together a group of experts to determine the principles of an international agreement for facilitating the importation and exportation of meat and meat preparations. These experts drew up a preliminary draft, which, they suggested, should be transmitted to the various Governments for comment. On the proposal of the Rapporteur, the Council gave effect to this suggestion.

Commercial Propaganda.

On September 7th the Council dealt with a draft Convention for the purpose of facilitating commercial propaganda. This was drawn up at a meeting of Government delegates held at Geneva in July 1935.† The experts appointed by thirteen Governments signed a joint declaration according to which they agreed to recommend the adoption of this Convention to their respective Governments, in the firm belief that it would help to facilitate international trade.

In pursuance of this declaration and in agreement with the President of the Economic Commission of the London Economic Conference, the Council Rapporteur, the Polish representative, proposed that the Council should invite the Governments in question to be represented by delegates, furnished with the necessary powers, at a further meeting, the object of which would now be the signature of the Convention. The choice of the date would be left to the Secretary-General.

The United Kingdom representative pointed out that his Government had made reservations on certain points. Those points were now being studied by the competent Departments of His Majesty's Government with a view to determining whether it would be possible for the latter to sign the Convention without these reservations.

He suggested, therefore, that in order to ensure that the proposed meeting should be held in conditions most likely to lead to its

success, the various Governments should be asked to communicate to the Secretary-General their attitude towards the proposals. Such a procedure would enable the Economic Committee to consider whether any modifications were desirable in the draft Convention with a view to rendering it more generally acceptable.

On the Rapporteur's proposal, the Council accepted the United Kingdom delegate's suggestion.

Foreign Trade Statistics

On June 11th, 1935, the Government of the Union of Soviet Socialist Republics requested the Council to arrange for the drawing up of an international Convention which should have for its object (a) the reciprocal exchange of statistical returns on foreign trade and (b) the adoption of a special procedure to co-ordinate statistical data on foreign trade in the case of divergencies between the returns of any two or more States.

The International Convention relating to Economic Statistics of 1928, which is now in force in twenty-four countries, has in principle, provided for the exchange of statistical data between the contracting parties, without, however, fixing those data and their form.

The Committee of Statistical Experts, instituted under Article 8 of that Convention, has endeavoured to improve the methods employed in international trade statistics, with a view to securing better international comparability. It has prepared a uniform list of commodities to be shown separately in foreign trade statistics and drawn up a report on the divergencies in the corresponding import and export statistics of countries, due to different methods of recording countries of provenance and destination.

As a result of this, the Council recommended the compilation of auxiliary trade statistics based on import statistics according to the country of origin. Further, the Committee has compiled a uniform classification of commodities for use in international trade statistics.

The Council Rapporteur on this subject, the representative of Poland, said that considerable progress had already been achieved in the direction desired by the Government of the Union of Soviet Socialist Republics. But that Government is concerned not only with the general accuracy of trade statistics, but also with their adequacy when States are placing questions connected with the balance of trade in the forefront of international relations as a whole.

Accordingly the Council, on the Rapporteur's proposal, requested the Economic Committee

* See Monthly Summary, 1935, Vol. XV., No. 2, page 34.

† See Monthly Summary, 1935, Vol. XV., No. 7, page 175.

to study the U.S.S.R. suggestion and to report on it, after having consulted with the Committee of Statistical Experts on all technical statistical questions to which it gave rise.

Requests by the Soviet Government.

On July 8th, 1935, two letters were addressed to the Secretary-General for transmission to the Council of the Union of Soviet Socialist Republics. The former asked that a study should be made of the question of an international agreement on the definition of "importer" and "exporter." The latter raised the question of an international agreement establishing the principle of mutual notification one month in advance of proposed changes in Customs tariffs and of fresh import and export restrictions. It was suggested that this agreement should also provide that fresh restrictions on the importation of foreign goods should not be applicable to goods already on their way or consigned for despatch before the promulgation of the measures in question.

On the motion of the Rapporteur, the Representative of Poland, the Council, on September 7th, decided to ask the Economic Committee to study these two proposals.

The Financial Committee.

The report of the Financial Committee on its last session* mainly relates to the financial situation in Austria, Bulgaria and Hungary.

(a) *Austria.*

As the Council Rapporteur, the Australian Representative, pointed out, there has been a continuance of improvement in the general economic situation during recent months. Unemployment is substantially less than it was a year ago; exports have increased, and industry appears to be more active. This improvement has rendered possible a resumption of the normal service on all foreign, provincial, communal and other loans.

The Financial Committee thought it desirable, however, to express the opinion that caution should be exercised in the matter of Government expenditure, as there is a tendency for such expenditure to increase.

(b) *Hungary.*

There is no change to report of outstanding importance in the economic situation of Hungary. The Hungarian harvest last year was poor and crops this year have been affected seriously by drought. Nevertheless, despite these adverse circumstances, the budgetary situation has not deteriorated; indeed, the

cash position of the Treasury is appreciably stronger than it was twelve months ago.

(c) *Bulgaria.*

The situation in Bulgaria remains difficult. The Bulgarian Government has made a determined effort to effect those financial reforms which the Financial Committee has repeatedly recommended. As a consequence favourable results are already apparent. Owing in a large measure to the preventive control recommended by the Financial Committee, expenditure has been reduced and the abolition effected of certain State monopolies which, at one time, were considered likely to affect the budget adversely.

In May last, the Government was authorised to issue, under certain conditions, Treasury Bills to the amount of 300 million leva. That sum was hypothecated for the payment of arrears of salaries and pensions of State employees.

The Council, on the proposal of the Financial Committee, agreed that the Bulgarian Government should be authorised to issue Bills for a further 300 million leva, for the purpose of liquidating arrears due to contractors. This was subject to certain conditions of a general financial character.

The representative of Bulgaria stated that his Government had considered in co-operation with the Financial Committee the reforms necessary in its finances, and was proposing to complete the recovery which it had already succeeded in bringing about, by measures of simplification in regard to exchange control, in order to ensure possession by the National Bank of the necessary supplies of free foreign exchange; this was the only way in which Bulgaria could meet its foreign liabilities.

The Fiscal Committee.

In 1933 the Committee adopted the text of a draft convention for the Allocation of Business Income between States for the Purposes of Taxation, which was subsequently communicated to Governments.† Thirty-three replies were received and were examined by the Fiscal Committee. The Committee reached the conclusion that the draft Convention appeared suitable for the attainment of the objects in view and that no radical modification of the text was necessary. However, in the light of certain observations and suggestions, it made some minor changes in those provisions of the Convention which relate to banks, insurance companies and shipping concerns.

* See Monthly Summary, Vol. XV., No. 8, page 186.

† See Monthly Summary, Vol. XIII., No. 10, page 231.

The Committee was of the opinion that the number of Governments in favour of a multi-lateral Convention was not sufficient to justify the convening of an international conference. It considered that progress was more likely to be achieved by means of bilateral agreements, and the draft Convention is intended to serve as a model for the guidance of States in conducting bilateral negotiations.

The Council agreed with the Rapporteur (the Representative of Australia), and requested the Secretary-General to communicate to Governments the revised draft Convention, asking him to add that, should several Governments express the desire that a meeting should be arranged between such States as had expressed or might express their readiness to sign a multilateral Convention, the Council would be prepared to take the necessary action.

The Committee of Statistical Experts.

In the early part of 1934, the Committee of Statistical Experts compiled a uniform classification of commodities for use in international trade statistics. That classification was entitled a "Minimum List." The Council decided, on May 14th, 1934, to forward it to all Governments for their observations.*

The Committee revised the "Minimum List" in the light of observations received, and a system was elaborated for grouping commodities entering into international trade by stage of production and use.

A number of countries already publish such supplementary statistics based on the classification established by the Brussels Convention of 1913. That Convention is being maintained from year to year pending the adoption of a classification which will meet the requirements of the present day. The Committee of Experts hopes that its "Minimum List" will prove to be a suitable substitute for the Brussels classification and that it will be employed as the basis for comparable international trade statistics.

The Council took note of the report and instructed the Secretary-General to communicate the list and the classification of commodities according to stage of production and use to all Governments. It expressed the hope that Governments would publish at least annually supplementary statistics of their imports and exports classified in the manner indicated in the "Minimum List."

The Council also drew the attention of Governments to the usefulness of publishing, in addition, monthly, or at least quarterly,

summary statistics showing the total value of trade, classified in the manner indicated in the list.

Composition of the Committee of Statistical Experts.

On the proposal of the representative of Australia, Mr. Bruce, rapporteur, the Council appointed, on September 17th, Dr. Brüscheiler, Director of the Federal Statistical Bureau at Berne, as a member of the Committee of Statistical Experts, to replace Dr. Lorenz, who was unable to accept to serve on the Committee.

Dr. Brüscheiler was appointed for a period of three years.

International Loan Contracts.

The Assembly asked the Council to designate a committee of legal and financial experts to examine the means for improving contracts relating to international loans issued by Governments or other public authorities in the future and in particular to prepare model provisions—if necessary, with a system of arbitration—which could, if the parties concerned so desired, be inserted in such contracts.

The numerous disputes that have arisen in recent years have shown that the customary form of contracts could be greatly improved, in particular as regards the definition of the competent jurisdictional authorities in case of dispute, arbitration procedure, priority, the representation of creditors and the rights and duties of those representing them, and the definition of the currency in which arrears should be paid, as well as on many other points.

The Council, in accordance with the Assembly's suggestion, decided on September 28th to request the Financial Committee to suggest a list of names of experts who might be asked to undertake this enquiry.

2. THE HEALTH ORGANISATION.†

(a) *Work of the Organisation.*

In reviewing the work of the Health Organisation, the Assembly indicated the three salient features of its activities: continuity, practical utility and universality.

(1) *Continuity.*—This is reflected in the reports presented year by year, which show that the Service of Epidemiological Intelligence and Public Health Statistics was established in 1921, biological standardisation started in the same year, the System of Liaison between Public Health Administrations began in 1922 and the Malaria Commission was set up in 1924.

In public health and social medicine, the

* See Monthly Summary, Vol. XV., No. 6, page 152.

† See Assembly resolution; Annex, page 237.

Health Committee has throughout conducted its work of investigation, collection of data, and liaison on uniform guiding principles, and is recording and making known the results through the medium of its Quarterly Bulletin.

(2) *Practical Utility*.—The nature of the work is in itself evidence of its practical utility. A reference may be made to some of the results achieved.

(a) From *studies in the biological assay* of certain therapeutic agents, international standards have been obtained, samples of which may be procured through the Secretariat. The Health Organisation asked for the summoning of an Intergovernmental Conference on Biological Standardisation, which met at Geneva on October 1st to consider the steps which should be taken to ensure the use and, if possible, the adoption, in the official pharmacopœias, of the Health Organisation's standards and units.

(b) In the field of *epidemiological intelligence*, an endeavour is made to supply the Administration of each country with early information concerning the health situation in neighbouring countries. The reports received by the Organisation cover 148 countries and territories with 72 per cent. of the population of the world.

The Epidemiological Intelligence Service is of outstanding importance in the East, where the health authorities must be constantly on the alert to prevent the spread of infectious diseases. The Organisation has accordingly established the "Eastern Bureau" at Singapore, whose epidemiological bulletin is broadcast weekly by ten wireless stations.

(c) Thanks to the machinery at its disposal and to an experience extending over ten years, the *Malaria Commission* has accumulated a fund of specialised technical knowledge. It has organised international courses of malariology.

(d) The Health Committee has just completed an enquiry, which began seven years ago, into the *treatment of syphilis*, involving a survey of more than 25,000 cases in selected clinics of five countries. The enquiry has led to the establishment of certain general principles which should govern the treatment of this disease, and two plans of treatment have been formulated which should give satisfactory results in ordinary cases of early syphilis.

(e) In 1932, shortly after the beginning of the economic crisis, the Health Committee felt that it was its duty to be in a position to reply to health authorities asking for information regarding methods of safeguarding the public health against the effects of depression. Attention was drawn at that time to certain schemes

for solving the problem of the housing of the unemployed. Furthermore, the Governments represented at the European Conference on Rural Hygiene in 1931 had requested that an enquiry should be made into *housing conditions* in rural districts. This is the origin of the studies on housing on which the Health Organisation is actively engaged. Their purpose is the collection of information on the precise nature of this problem in various countries and the methods employed for dealing with it.

(f) Another subject which received the Organisation's attention was that of *nutrition*. At the instance of the French Government, this question has been on its programme ever since 1925.

After a period of preliminary study, the Section published a report which, after reviewing the recent progress of science and applied physiology in the field of nutrition, described what the public authorities in a number of countries have already done or propose to do.

(3) *Universality*.—The work of the Organisation appeals not only to Members of the League, but extends equally to all continents.

In *Asia*, its representative attached to the Central Health Administration of China has co-operated in the establishment and operation of model central institutions such as the Central Field Health Station and the Nanking Model Hospital, etc., and in the improvement of health conditions in several provinces of the interior. Besides the establishment of the Singapore branch, it is also preparing for a Conference on Rural Hygiene in the Far East.

In *Africa*, the Second Pan-African Health Conference, summoned by the League at the request of the Union of South Africa, will meet on November 20th next. The purpose of this meeting is to continue and extend the work begun by the previous Conference, also summoned at the request of the South African Government. The Conference will deal with problems of social medicine which are so closely bound up with the improvement of the general living conditions of the native peoples of Africa.

In *America*, the Organisation is co-operating, at the request of the Chilean Government, in an investigation into problems of general nutrition in Chile. It was represented at the Pan-American Health Conference of Buenos Aires in 1934. At Rio de Janeiro, it collaborates with the International Centre for Research on Leprosy, which is in close contact with the League.

The Organisation will arrange for a collective study-tour to take place in the United States of America in November, 1935.

*(b) Nutrition.**

Nutrition is a public health problem and has also become a social and economic problem and one closely connected with the difficulties experienced by the farming industry in disposing of its surplus foodstuffs. The attention of the Assembly was drawn to the matter in its relation to public health.

The discussion brought out the truth of the following paradox: a glutted market for the farmer and insufficient nourishment in the "protective foodstuffs" (meat, milk, fruit, green vegetables) for a substantial portion of mankind. The economic crisis had accentuated the problem. The loss of purchasing power of the agricultural countries had meant the destruction of important markets for the industrial countries who, in their turn, had been forced to increase their trade barriers and to decrease their purchases of food. This helped to form the vicious circle, out of which nations had up to now struggled vainly to extricate themselves.

It appeared from the debate that the root of the agricultural depression lay not in over-production but in under-consumption, and Governments wishing to continue to help the farmers should endeavour to secure expansion rather than restriction of the market.

The Assembly therefore considered that in the first place, the Health Organisation should be asked to continue and develop its work of investigation into nutrition and nutrition problems in relation to public health.

Concurrently with this, the other technical organs of the League should also continue their enquiries into the various aspects of the problem—the economic and the financial aspects, in connection with the measures already adopted in various countries for improving nutrition and mitigating the plight of agriculture.

The Technical organs would collaborate with the International Labour Office and the International Institute of Agriculture.

On account of the interdependence of the multiple aspects of the problem—public health, economic, agricultural, administrative and financial—the Assembly held it to be very desirable to arrange for a wide survey to be made. It therefore asked the Council to appoint a committee to prepare a general report for the next Assembly.

The Council, on September 28th, agreed with

the Assembly's view and took the necessary steps in view of the investigation proposed.

The President was requested to make the necessary appointments to the committee, after consulting the Council Rapporteurs for economic, financial and health questions.

3. COMMUNICATIONS AND TRANSIT.

(a) Work of the Organisation.†

The Assembly reviewed the past year's work of the Communications and Transit Organisation. The Organisation has helped to effect a settlement of certain disputes which had arisen in connection with the reorganisation of the railways of the former Austro-Hungarian monarchy. It has also dealt with the question of signals on roads and in communications in general; also with road accident statistics, frontier traffic by rail, and Customs exemption for fuels in connection with air traffic.

Amongst the matters that concern the Organisation, special reference must be made to the pollution of the sea by oil, national public works and transport co-ordination.

(b) Pollution of the Sea by Oil.‡

The 1934 Assembly invited the Organisation to undertake an enquiry with a view to collecting preliminary information for a thorough study of this problem, which was engaging the serious attention of the great maritime countries.

A Committee of Experts met at Geneva in November, 1934, and recommended an international convention to reduce the effects of pollution to a minimum. The Council authorised the Organisation to take steps for the framing of this convention. A questionnaire was sent to Governments, with the request that they would be good enough to send in their replies by May 31st, 1935.

The Assembly considered that the subject of the pollution of the sea by oil was one suitable for solution by an international convention and requested the Council to instruct the Communications and Transit Organisation to take steps to complete the preparation of a draft and to submit it to Governments for consideration. It also invited the Council to convene an international conference at an appropriate time.

The Council, on September 28th, instructed the Organisation to undertake the duties indicated by the Assembly.

† See Assembly resolution: Annex, page 237.

‡ See Monthly Summary, Vol. XIV., No. 11, page 267, and Vol. XV., No. 1, page 17.

* See Assembly resolution: Annex, page 237.

(c) National Public Works.

The question of public works has already been studied by the Organisation in one of its international aspects; but, at the fourteenth session of the Assembly, the Organisation pointed out the interest attaching to a continuous study of the public works undertaken by States on their own initiative without making an appeal to foreign capital. In this direction, numerous—and very different—experiments have been made in various countries, particularly since Governments have been seeking remedies for unemployment. All these experiments have not been satisfactory or conclusive; but the value of the experience gained will perhaps be enhanced if the results are classified, analysed and properly brought out by an impartial and well-equipped central organisation. A comparative study of this kind may make it possible, at any rate, to deduce certain precepts, certain views of general application, and perhaps also practical recommendations—apart altogether from the unquestionable value attaching to the co-ordination of these activities on the international plane, particularly as between countries which border on, or are close to, one another and are traversed by main arteries of trade communication. The problem has other aspects than the social and international; it bears upon international relations of every kind.

The importance of this question prompted the Assembly to order an enquiry from the Governments of all countries concerning national public works recently executed, or in course of execution.

The particulars elicited by this enquiry have been published in a volume,* to which is added a supplement of almost equal size, and represent unquestionably one of the most valuable results of the work of the Organisation for Communications and Transit. It was not to be expected that the replies of thirty-eight countries in the various parts of the world should make a clear and immediately utilisable classification possible. They related to the most varied forms of public works, from roads and land-clearing schemes to power transport and broadcasting stations.

It would seem that this documentary material, which is based on data obtained from a large number of countries, represents a source of information—and, it may be also, of instruction—the value of which must not be underestimated. It is a collection of documents

which no doubt calls for detailed and systematic consideration by experts before the whole of its substance can be made available. But there would seem every reason to anticipate that it will be such as to make it possible to lay permanent foundations for more exact research and for conclusions capable of further application in the future.

This first stage accomplished as a result of the Organisation's efforts represents a very real achievement, for which credit is due.

The Assembly, appreciating the interest of the material thus collected, asked the Organisation to arrange for a close and systematic examination of it to be made by experts, in order to enable more detailed enquiries to be made subsequently.

(d) Co-ordination of Transport.

The co-ordination of transport, and more especially of railway and road transport, is particularly occupying the attention of Governments at present. As a result of the rapid progress of new methods, such as motor-cars and aircraft, a large number of countries have to bear a growing burden on the public finances.

In order to obviate disorder in the transport system within their frontiers, certain Governments have found it necessary to take measures of various kinds, partly on economic grounds, but partly also on account of financial, social or national defence requirements.

The Assembly, noting the importance of the question for a great number of countries, asked the Communications and Transit Organisation to study the situation and the measures taken, on the understanding that the problem of transport co-ordination should be viewed in its widest aspect—technical, economic and financial. It considered that the Financial and Economic Committees should be asked to afford the Communications and Transit Organisation any assistance that it might require in the matter.

*4. CO-OPERATION with CHINA.**Composition of the Committee for Technical Co-operation with China.†*

On September 26th, upon the proposal of the representative of the Argentine, M. Ruiz Guinazu, the Council appointed Rumania as a member of the Council Committee for Technical Co-operation between the League and China, to succeed Czechoslovakia, which had ceased to be a member of the Council.

* See Monthly Summary, Vol. XV., No. 8, page 187.

† See Monthly Summary, Vol. XIV., No. 5, page 113.

VI.—SOCIAL AND HUMANITARIAN QUESTIONS.

I. TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.*

(a) *Discussions in the Council.*

The Council on September 6th had before it a report and resolutions of the Advisory Committee on the traffic in opium and other dangerous drugs, relating to the work of its 20th session.† The Rapporteur, M. de Vasconcellos (Portugal), summed up the situation as follows: "While legitimate manufacture and trade are under effective control, so that it has been possible to limit manufacture to the amount of the world's needs, the illicit traffic has not decreased and, though the authorities responsible for its suppression have redoubled their vigilance, it is largely supplied by clandestine manufacture which is developing in an increasing number of Eastern and Western countries."

The Rapporteur observed that, owing to the seriousness of this state of things, more active co-operation was necessary between Governments, police forces and the League itself, with a view to a systematic organisation of the campaign. The Advisory Committee had accordingly placed on the agenda of its session the question of measures to be taken by Governments to prevent illicit manufacture, and the Secretariat had been instructed to assemble data as to the approximate productive capacity of the clandestine factories discovered, and also as to drug addiction.

The Rapporteur then mentioned a series of measures suggested by the Advisory Committee for the furtherance of the object in view. These related to the passports delivered to notorious traffickers, the part played by forwarding agents, the supervision of trans-oceanic liners and the draft Convention on the repression of the illicit traffic (which, after a further examination by a Committee of experts, will be submitted to a general Conference).

The Rapporteur also stated that in order to trace down offenders and to facilitate the work of the police, the Committee proposed an exchange of information on the progress in methods of discovering the presence of narcotic drugs.

He added that the supervision of lawful trade depended closely upon a strict application of the system of import certificates and export authorisations laid down in existing conventions.

The Advisory Committee, after consulting Governments, had concentrated on a system ensuring a maximum of efficiency, and on this subject had made certain recommendations.

He then summed up the measures taken in China in the campaign against opium and manufactured drugs. These measures varied according to whether the latter drugs or poppy cultivation, or the use of prepared opium were concerned. The new laws were applied with great severity and a progressive scale of punishments was inflicted. Poppy cultivation had in some provinces been prohibited forthwith in others it was to be gradually reduced and would cease completely within three to six years. Time limits were also fixed for the cure of drug addicts and opium smokers.

The Council laid stress on these encouraging results, but could not fail to realise the extent of the task and the great difficulties involved. It referred to the special importance for China of the co-operation of the foreign powers and especially of those having concessions or consular jurisdiction in that country.

It noted with regret that very few countries of Latin America send in their annual reports regularly and therefore made a pressing appeal for the co-operation of those States, reminding them that the forwarding of a report was, under Article 21 of the 1931 Convention, an obligation incumbent on all contracting parties.

As regards the application of the 1931 Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs, the Council noted certain decisions of the Advisory Committee giving an interpretation of certain articles. The scope of Article 10, concerning exports and imports of diacetylmorphine (heroin) was defined; Governments are required to adopt a stricter procedure in this case than as regards the trade in other drugs falling under the conventions. The Committee also interpreted the method of applying Article 13, paragraph 2 (b), for the purpose of avoiding abuses that might arise from a non-medical use of codein. It also gave directions as to the application of Article 20, with a view to the preparation by the Secretariat of a list of factories, based on the notifications received from the various Governments.

The Council was also informed of the progress of the Advisory Committee's work in regard to the control of cannabis (hemp) and drugs derived therefrom.

The United Kingdom representative, Mr. Eden, made reservations concerning a passage

* See Assembly resolution: Annex, page 238.

† See Monthly Summary, 1935, Vol. XV., No. 6, page 147.

in the report of the Seizures Sub-Committee, which stated that dangerous drugs in substantial quantities were smuggled from the British West Indies into the United States of America. He said that the United Kingdom Government could not agree that the Government of these colonies had neglected the necessary preventive measures. Enquiries had failed to reveal any substantial movement of drugs in contraband from the Bahamas to the United States.

The Turkish representative, M. Cemal Husnu, said that laws of exceptional severity had come into force in Turkey even before the adoption of the 1931 Convention, to which Turkey was moreover a party. He had no knowledge of the illicit manufacture of drugs in his country. As regards procedure in the case of seizures, the Committee and the Secretariat, before the discussion of reported cases and before informing the Council, should collect all necessary information and in particular apply to the Governments chiefly concerned.

The Spanish representative, M. de Madariaga, emphasised the importance of the campaign against clandestine manufacture. Once a drug had been manufactured, he said, it was difficult to prevent its being circulated; its diffusive power was greater than the repressive force at the disposal of States. The manufacture itself should be prevented.

The Italian representative, Baron Aloisi, was glad that the Italian delegation's proposal, relating to the means of discovering clandestine manufacture, which was to-day a most serious menace, had been accepted unanimously by the Advisory Committee. Italy would co-operate wholeheartedly in enforcing such measures.

(b) *Discussions in the Assembly.*

The Assembly, in reviewing the progress of the campaign against the abuse of opium and narcotics, approved of the methods employed by the League and its organs. The generalisation of the system of statistics and the ever stricter supervision of the manufacture of drugs had had the effect of adapting authorised manufacture to legitimate needs. The escape into the illicit traffic of large quantities of drugs originating from authorised factories had ceased, but the illicit traffic had none the less continued, owing to the intensification of clandestine manufacture. The lowering of moral resistance caused by the economic crisis seems to favour recourse to drugs. While appreciating highly the results so far obtained, the Assembly considered that efforts must be redoubled and adapted to meet all new developments.

In view of this extension of clandestine manufacture and this persistence of the illicit

traffic, the Assembly emphasised the fact that the universal application of the international opium conventions was essential for success in the campaign. It therefore made a further appeal to Governments that have not yet acceded to these conventions.*

Although the League had for many years enjoyed the wholehearted collaboration of most Governments in the repression of the opium and drug traffic, the Assembly was specially glad to receive statements from the delegates of the Union of Soviet Socialist Republics, Bulgaria, Turkey, China, Cuba, Iran, Rumania and Venezuela mentioning the desire of their Governments to continue their collaboration.

On the subject of limiting the production of raw opium and the coca leaf, the Assembly observed that the principal producing countries have not yet supplied information to the Secretariat to enable the matter to be at once considered, whether at a special Conference, or otherwise. It therefore requested States concerned to forward this information without delay. The possibility of arriving at an effective limitation of production is more promising to-day than it was a few years ago. Some of the principal opium-producing countries have already taken important measures to reduce cultivation, in particular, China.

The Assembly also considered a proposal of the Polish representative on the Advisory Committee, for the repression of addiction not only by abolishing the illicit traffic but also by an intensive educational campaign and by propaganda. The Assembly was convinced of the urgency of measures of this kind and held it to be indispensable that a joint international plan should be drawn up and that provisions for its carrying into effect should be co-ordinated.

In view of the importance of securing data as to the extent of addiction and the quantity of drugs consumed annually by addicts in various countries, the Assembly thought that information should be collected on the subject and expressed the hope that Governments would endeavour to supply this information.

The Assembly noted that, thanks to the collaboration of Governments, the Supervisory Body set up under the 1931 Convention, had

* These Governments are: 1925 Convention: Albania, Iceland, Liechtenstein, Union of Soviet Socialist Republics, United States of America, Guatemala, Haiti, Mexico, Nicaragua, Panama, Argentina, Paraguay, Peru, Afghanistan, Sa'udi Arabia, China, Iran, Ethiopia, Liberia.

1931 Convention: Albania, Denmark, Finland, Iceland, Latvia, Liechtenstein, Luxemburg, Union of Soviet Socialist Republics, Yugoslavia, Argentina, Bolivia, Paraguay, Sa'udi Arabia, Ethiopia, Liberia, Union of South Africa.

been able to apply the estimates system efficiently. Being desirous of facilitating this Body's work in every way, it recommended Governments in future to furnish their estimates punctually and if possible before the prescribed date.

(c) *Revision of the Draft Convention for the Suppression of the Illicit Traffic in Dangerous Drugs.*

On September 26th the Council invited the Netherlands Government to be represented on the Committee of Experts appointed by the Council in May, 1935,* for the purpose of revising the text of the draft Convention for the suppression of the illicit traffic in dangerous drugs.

(d) *Meeting of the Permanent Central Opium Board.*

The Permanent Central Opium Board held its twenty-fifth session in Geneva from August 28th to September 7th, 1935, under the Chairmanship of Mr. L. A. Lyall (British).

The Board examined cases where the quarterly drug statistics coming under the Limitation Convention exceeded the estimates laid down. It also studied the figures of drug manufacture in 1934 and the way in which Articles 6 and 7 of the 1931 Limitation Convention had been applied.

According to the Secretary's report to the Board, the amounts of morphine, diacetyl morphine and cocaine manufactured in 1934 were less than the amounts manufactured in any previous year. The legitimate manufacture of these drugs was now approximating legitimate consumption. There was also the tendency for morphine and cocaine manufacture to move from old-established centres to new places. The new centres of manufacture, however, appear to be using the increased morphine manufacture mostly for conversion into codeine and dionine.

The manufacture of diacetyl morphine (heroin) has decreased everywhere except in three countries—Holland, U.S.S.R. and Belgium. The decrease in the manufacture of cocaine in 1934 was not so general, since an increase was shown in five countries—U.S.S.R., U.S.A., Belgium, Czechoslovakia and Poland, the latter three being new centres of manufacture.

In its report to the Council, the Board drew attention to the difficulties encountered in the first year of the application of the Limitation Convention. These difficulties were partly due to the complexity and ambiguity of some of its essential stipulations. In the Board's opinion,

the system of embargoes established by the Convention seemed in the early years to be working without much difficulty.

The Board pointed out the unsatisfactory situation arising from the fact that large shipments of raw opium had not reached their destination and had presumably drifted into the illicit traffic.

The Board expressed the view that greater care might have been taken before allowing large shipments to countries whose normal needs of narcotics must be small, and where no re-export trade exists.

For the world as a whole, the amounts of morphine, heroin and cocaine have fallen not only below the amounts manufactured in 1933, but also below those manufactured in any previous year.

The amount of morphine manufactured in the whole world exceeded that permitted under the Convention by 1,019 kilograms.

The session was attended by Mr. L. A. Lyall (British), Mr. Herbert May (American), Sir Atul Chatterjee (Indian), M. Milicevic (Yugoslav), Professor Ferrari Dalle Spade (Italian), Professor Tiffeneau (French).

(e) *Composition of the Permanent Central Opium Board.*

On September 26th the Council proceeded to fill one of the two vacancies created on the Permanent Central Opium Board by the resignation of Dr. O. Anselmino and Dr. Miyajima.

On the proposal of the representative of Portugal, M. de Vasconcellos, rapporteur, the Council decided to appoint M. Kusama (Japanese) to succeed Dr. Miyajima, and adjourned the filling of the other vacancy to a subsequent session.

2. PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

(a) *Traffic in Women and Children.*†

The Assembly recorded with satisfaction that the difficulties of the present time have not held up the progress of international legislation for the suppression of the traffic in women and children. The 1933 Convention relating to women of full age has been ratified by thirteen countries.

The Assembly thought that the Convention now in force should be supplemented by legislation suppressing the activities of souteneurs; for further progress would not be complete so long as this class of persons was not subject to severe penalties. Certain delegations, however, pointed out that until there had been

* See Monthly Summary, Vol. XV., No. 5, page 130.

† See Assembly resolution: Annex, page 238.

more success in the campaign against licensed houses, it would be difficult to take such action.

As regards the abolition of licensed houses, the Assembly learnt with satisfaction of a decree of the Spanish Government for bringing about abolition. On the other hand, it noted the observations of certain Latin-American delegates concerning experience of abolition in their countries, two of which had returned, with modifications, to former methods.

(b) *Position of Women of Russian Origin in the Far East.**

The Assembly dealt with the position of women of Russian origin in the Far East who have become professional or casual prostitutes or who are in danger of falling into prostitution owing to particular circumstances in the areas where this category of refugees is found.

It took the view that international women's associations should renew and co-ordinate their efforts in this part of the world. It considered that financial assistance was necessary to enable the necessary social measures to be taken, and expressed the hope that the funds for the purpose might be collected through the co-operation of the voluntary organisations and public authorities. It authorised the Secretary-General to appoint an agent of the League and to encourage and co-ordinate efforts on behalf of women of Russian origin, provided, however, that no financial charge should thus be involved for the League.

The Assembly also instructed the Secretary-General to make preparations for the meeting at the beginning of 1937 of a Conference of the authorities who are responsible in eastern countries for the measures taken to prevent traffic in women, with a view to securing closer co-operation and a greater exchange of information between them.

The Secretary-General was also asked to appeal to States Members who had not yet ratified or acceded to the 1921 Convention on the suppression of the traffic and to that of 1923 on the traffic in obscene publications, to do so without delay.

(c) *Child Welfare.†*

This year the Assembly dealt more particularly with the following questions: (1) institutions for young offenders and children in moral danger; (2) recreational aspect of the cinematograph for young people; (3) detection of blindness in children; (4) effects of the economic depression and unemployment upon children and young people; (5) development of the

informative rôle of the Secretariat in the field of child welfare; (6) boarding out in families.

The Assembly considered that the Child Welfare Committee should mainly direct its attention to normal children and asked the Committee to consider this problem at one of its next sessions.

Stress was also laid on the value of the Information Centre recently set up in the Secretariat; this centre had begun work on June 1st, 1935. The importance of the cinematograph as recreation for the young was also stressed.

Note was also taken of the proposals of the Advisory Commission with a view to removing children and young people as far as possible from the effects of the economic depression and of unemployment.

The Assembly was glad to learn of the International Labour Conference's decisions on this subject, and expressed the hope that Governments would give effect to the Conference's recommendations.

On the subject of boarding-out, the Assembly asked the Child Welfare Committee to deal also with the question of ill-treated children.

3. REFUGEES.

(a) *Russian, Armenian, Assyro-Chaldean, Saar and Turkish Refugees.‡*

The Assembly examined the report of the Governing Body of the Nansen International Office on the work carried out up to June 30th, 1935. This report may be summed up as follows:

At the present time, there are 972,919 refugees in various parts of the world, made up of 737,333 Russians, 224,538 Armenians, 6,990 Assyrians and Assyro-Chaldeans, 3,300 from the Saar, and 60 Turks. Amongst these are not counted the many thousand refugees in North and South America and in certain European countries, in regard to which exact statistics cannot be obtained. Of this number, a very small percentage have succeeded in obtaining naturalisation, especially in Europe. On the other hand, several overseas States are more disposed to offer not only facilities of this kind, but also facilities for settlement in the form of grants of land, seed and cattle. A representative of the Nansen Office went to South America for the purpose of looking into these offers. So far, only 70,000 Russian refugees in Europe have expressed a desire to profit by them.

During the year, the Nansen Office has afforded assistance to 117,900 refugees. The

* See Monthly Summary, Vol. XV., No. 5; page 126.

† See Assembly resolution: Annex, page 239.

‡ See Assembly resolution: Annex, page 239.

steps taken for the purpose were of many kinds. The services of the Office have been placed at the disposal of the mandatory Power for the purpose of the settlement of Assyrians. In Turkey, 1,300 Russian refugees were able to obtain naturalisation on condition that 150 other refugees were transferred elsewhere.

The Office gave help to about 3,000 refugees from the Saar.* A scheme has been submitted to Governments for the extension to these persons of the Nansen passport system that has been recognised by more than 50 States. Several countries have already agreed to this.

After this statement of the work accomplished and the results obtained during the year, the Office emphasised in its report that a considerable yearly sum would be necessary for it to afford a minimum of assistance to the ever-growing number of aged or invalid refugees and to children, and also for the settlement of those that are unemployed. Considerable funds might, in its opinion, be obtained if governments would follow the example of France and India and capitalise their refugee commitments; by the generalisation of the Nansen stamp system and by applying the plan already in force in France and Norway for the issue of postage stamps with a surcharge for the benefit of the fund for refugees. The Office lastly makes a further appeal for a prompt ratification of the 1933 Convention on the International Status of Refugees.

The Assembly accordingly recommended governments to ratify this Convention and again urged them not to expel a refugee unless he had obtained an entrance visa to another country. It requested the immigration countries to continue to co-operate with the Office by informing it of the possibilities of settlement in their territories; it also recommended States to consider favourably the various suggestions of the Office that would enable it to obtain further funds.

(b) *Work on Behalf of German Refugees.*

At the request of the Norwegian Government, a memorandum on the activities of the High Commissioner for German Refugees (Jewish and others) coming from Germany was communicated to the Council and to the Assembly.

The High Commissioner for German Refugees, Mr. James G. MacDonald, explains in this document how in 1933, after a discussion in the League Assembly, the High Commissioner for Refugees from Germany was appointed. The High Commissariat was an autonomous organisation, the High Commissioner being

responsible to a Governing Body. The Council of the League appointed the High Commissioner and asked certain States to send representatives to the Governing Body and agreed to advance funds, which were afterward repaid. He further explained the organisation of the High Commissariat and its work.

About 80,000 persons have left Germany since the coming into power of the National Socialist Government. Of this number 25,000 emigrated directly to overseas countries, mainly to Palestine and to the United States; 36,000 others have also been settled overseas since May, 1933. A further 18,000 were repatriated to central and eastern Europe and from 5,000 to 10,000 placed elsewhere. There thus remained about 25,000 refugees awaiting settlement, most of them simply tolerated and without hope of being absorbed into the country in which they reside. Funds are being steadily collected. The amount obtained and distributed since April, 1933, is estimated by the High Commissioner at nearly £2,000,000 sterling. This has mostly come from Jewish organisations (especially in the United Kingdom and the United States). The organisations for assistance to refugees of the intellectual class have obtained more than £300,000 with the help of the Rockefeller Foundation.

The work of assistance in the first year accounted for a considerable proportion of the sums received, but last year the greater part was devoted to the constructive purposes of emigration and settlement, or to vocational re-adaptation with a view to settlement. But assistance is still necessary in countries bordering on Germany for refugees without funds or means of obtaining a livelihood. The High Commissioner points out that distress is prevalent amongst many thousands of refugees in Paris, Prague and other towns.

In his report he gives information on what has been done to give a regular status to refugees in different countries. He mentions some of the results and certain difficulties that have not been surmounted, and states that the experience of the last two years has shown that though the establishment of the High Commissariat has helped forward a solution, the object in view has not been wholly attained. The President of the Governing Body of the High Commissariat, certain members of that body, the High Commissioner and private organisations concerned take the view that the problem could only be satisfactorily dealt with by the establishment of an organisation supported by the full authority of the League of Nations.

* See Monthly Summary, Vol. XV., No. 5, page 131.

our time, and destined to solve them jointly by honest and combined effort and research. We must therefore place intellectual questions and spiritual rapprochement in the forefront of our endeavours, and must appeal to those who devote themselves to the teaching and training of youth, to the education of the masses and to the progress of thought in all its aspects. All work that is done to increase the spiritual capital of humanity and to contribute to the mutual enrichment of individuals and peoples by raising the general level cannot but assist in laying solid foundations for peace.

"Such an aim, however, involves so vast a programme that our Intellectual Co-operation Organisation cannot attempt at present to carry it out as a whole. But in looking at its work, we see signs of the establishment of new connections and activities which we hope will one day give the League of Nations a moral influence which we want to make predominant and decisive.

"At different periods in history, peoples, groups of peoples or *élites* have attempted to bring about a universal intellectual rapprochement. It was the incomparable privilege of Hellenism to effect this, and its bold logic bears fruit to this day. Later, in the sixteenth century, the Renaissance was a generous and magnificent attempt to formulate rules of European ethics. Later still, in the eighteenth century, there were thinkers, among whom England, Italy and France were widely represented, energetic and fortunate enough to bring about the reform of certain institutions, the transformation of criminal law, and, for example, the abolition of torture. Many forms of national freedom, whose strength is our admiration to-day, were born of the efforts of these thinkers. The realities of politics have often cut athwart or dammed these currents, but to-day the nations have a common centre—a permanent Assembly. Has not the time come to resume and pursue, without illusions as to its duration, but without faltering, the work of emancipating and reconciling mankind under the sovereign law of the intellect?"

* * *

The Rapporteur then analysed the year's work of the Organisation. This included the study of international relations, social sciences, intellectual agreements, "Conversations" and "Open Letters," League of Nations teaching, co-operation with China in public education, revision of school text-books, tours of educationists, the use of broadcasting in the cause of peace, International Museums Office, intellectual rights, etc.*

As regards broadcasting and peace, the Assembly decided to ask the Council to place on the agenda of the next Assembly session the conclusion of an agreement on this subject, which might be considered in 1936 by a Conference set up for the purpose from within the

Assembly itself and composed of delegates furnished with full powers.

On the subject of intellectual rights, the Assembly requested the Governments signatories of the Paris Convention on Industrial Property, as revised in London, to expedite their ratifications and to introduce, if necessary, into their municipal law provisions for maintaining, for at least a certain period, the patent rights in respect of discoveries divulged by their own authors in the form of scientific communications. The Institute of Intellectual Co-operation and the Institute for the Unification of Private Law were asked to pursue their studies and efforts to bring into harmony the Berne and Havana Conventions and thus promote the conclusion of a general agreement affording effective protection to intellectual work in the countries of both continents.

The Assembly also took steps for the carrying out of a proposal made by the Argentine delegate in September, 1934. This related to the publication, under the auspices of the Institute of Intellectual Co-operation, of a collection of ethnographical and historical works on the origins of American civilisation.

At its previous session, the Assembly had approved the proposal in principle, and had requested the Institute of Intellectual Co-operation to examine the ways and means of carrying it out, having due regard to its scientific and to its financial aspects. The Institute has drafted a provisional scheme in two parts, the first ethnographical, on the native civilisations of America before the discoveries and conquests, and the second, historical, on Europe and the New World before Christopher Columbus, on the discoveries of the islands and coasts from Christopher Columbus to Magellan, on the great territorial expansions, the extension of discoveries and conquests and on the progress of civilisation and, finally, on Europe and the New World at the beginning of the seventeenth century.

The Assembly emphasised the great value of the scheme, and its importance for a better mutual comprehension between America and other continents, and took the view that the proposed publication should be further examined by competent persons appointed to draw up the final plans for the collection, in such a way that it may provide a wide survey of the period envisaged in a comparatively small number of volumes.

The collection would be placed under the patronage of a committee consisting of persons of high standing in the scientific, historic and literary worlds; this would, in itself, be an

* See Monthly Summary, 1935, Vol. XV., No. 7, page 164, sqq.

earnest of success. The work would be carried out by scholars in different countries with the help of international collaboration on a large scale.

The Rumanian representative asked that the Institute of Intellectual Co-operation should publish, through the International Committee, assisted by national advisory committees, a selection of translations, into one or more of the world-wide languages, of representative classical works from the literatures of the various European regional languages. The Assembly approved the proposal and transmitted it to the Intellectual Co-operation Committee for investigation by the Institute.

After congratulating the Institute on its work during the past year, the Assembly approved the programme of the Organisation for 1936, as given in the reports and resolutions of the International Committee on Intellectual Co-operation and of the Governing Body of the Institute.

* * *

(c) *Composition of the International Committee*

On September 17th the Council expressed its thanks to M. Loder, who had resigned his

membership of the International Committee on Intellectual Co-operation, for the eminent services he had rendered to the League, and in particular to the Intellectual Co-operation Organisation.

On the proposal of the representative of France, M. Massigli, rapporteur, the Council appointed M. J. Huizinga (Netherlands) as a member of the Intellectual Co-operation Committee for the remainder of M. Loder's term of office.

2. EDUCATIONAL CINEMATOGRAPHY.

The Assembly was informed of the activities of the International Institute of Educational Cinematography in Rome, and approved the work accomplished.

It specially congratulated the Institute on the publication of the revue "Interciné," on the completion of its cinematographic encyclopædia and on the recent creation of a centre for the study of television. It finally paid a tribute to the memory of the late M. Rocco, former Minister of Justice, member of the Intellectual Co-operation Committee, and Chairman of the Governing Body of the Institute of Educational Cinematography.

VIII.—PROTECTION OF MINORITIES.

I. SETTLEMENT OF THE ASSYRIANS OF IRAQ.*

The question of the settlement of the Assyrians of Iraq was before the Council on September 13th.

The Rapporteur, M. de Madariaga, Representative of Spain, stated that the transfer of all the Assyrians who were concentrated in the Mosul camp had been completed. A thousand others, chosen from among the most needy, were also transferred on the same date to the Upper Khabur. The number of Assyrians provisionally settled in that district would have reached the large figure of 6,000 by September 16th.

The Rapporteur explained that the Committee on the Settlement of the Assyrians was making every effort to hasten their final establishment in the plain of Ghab. He added that the Committee hoped that, beginning in March, 1936, all the Assyrians who wished to leave Iraq would be transferred, but it was essential to undertake certain preparatory work for that purpose in the Ghab immediately. He then referred to the financial difficulties of the settlement and explained that contributions had already been offered, but that a considerable sum had still to be found. The territories of

the Levant under French mandate had generously agreed to pay a large share of the cost of the improvement of the land. The Iraqi Government had offered 125,000 dinars.† The United Kingdom had announced that it was prepared to meet five-twelfths of the cost of carrying out the Committee's plan, up to an amount in no case exceeding £250,000 sterling. The Rapporteur reminded the Council that the United Kingdom's offer was subject to the payment of a contribution by Iraq and by the League of Nations itself. He, therefore, proposed that the Council should forward the Committee's report to the Assembly, since the financial regulations laid down by successive Assemblies did not permit the League to incur expenditure of such a nature without a vote of that body.

The Representative of Iraq on the Council, Noury Pasha El Said, after referring to what had been done to transfer 6,000 Assyrians to the Khabur, said that his Government, during recent years, had spent or committed itself to spend on the Assyrians a sum amounting to £175,000 sterling. Of that amount £125,000 had been paid or would be paid to the French authorities in Syria, or to the Secretary-General of the League. The cost of transporting emigrants to the Syrian boundary would be borne

* See Monthly Summary, Vol. XV., No. 7, page 174.

† One dinar equals £1.

by the Iraqi Government and this would represent a further sum of several thousand pounds.

As regards the additional contribution for which the Committee had asked the Iraqi Government, Noury Pasha said that the whole population of Iraq was under 4,000,000 and the annual budget was less than £4,000,000. He had not had time to examine in detail the report of the Committee or the United Kingdom's offer, nor yet the conditions affecting Iraq; but he would forward the report to his Government, which would consider it without delay.

The United Kingdom representative, Mr. Eden, in looking at the financial side of the problem, remarked that £600,000 had still to be found; he thought that the League of Nations might supply this sum. The United Kingdom Government's share would be five-twelfths of the total, but must not exceed £250,000. The United Kingdom Government further attached two conditions to the payment of a share: the first was that the scheme should be favourable to the Assyrians and financially sound; the second was that the contribution of Iraq should be increased to equal that supplied by the United Kingdom, and that the League should make up the balance of the sum required, after the receipt of the contributions from other independent sources.

The Turkish Representative thanked the French Government for having taken into consideration, in settling the Assyrians of Iraq, the wish he had expressed that the settlement should not be at a distance of less than 100 kilometres from the frontiers of neighbouring States. The Italian Representative expressed his satisfaction at the success of the undertaking.

The French Representative, M. Massigli, declared that the High Commissioner of the Republic in Syria and the mandated States had done all in their power to further the settlement of the Assyrians and had made a considerable financial effort to help in the settlement of this problem. He trusted that the plan for the final establishment of the Assyrians in the Ghab might be realised. He also laid stress on the financial aspect of the operation, pointing out that it was for the Assembly to decide whether the funds should be supplied. If the Assembly took an affirmative view, the League would have done invaluable work and would have promoted the settlement of a question which was not only humanitarian but also political in character, and the solution of which would go far to foster more peaceful conditions in the Near East.

The Portuguese Representative, M. de Vasconcellos, held that the sum to be asked for was not beyond the League's resources and that the League would certainly find ways and means for attaining the end desired.

Other members of the Council paid a tribute to the work of the Iraq Committee and especially to its Chairman, M. López Oliván, who had visited Bagdad last May; his work had helped forward the settlement.

* * *

The settlement of the Assyrians of Iraq was also considered by the Assembly.

The Sixth Committee emphasised the political and humanitarian nature of this problem and insisted on the urgent need for the carrying out of a plan which in its view would contribute to the maintenance of peace in the Near East.

The Fourth Committee and the Supervisory Commission in their turn gave attention to the financial aspect. The cost of the settlement would be approximately 57,500,000 French francs, after deducting the sum promised by the Levantine States under French Mandate for the improvement of the Ghab. The United Kingdom and Iraqi Governments had each promised to contribute £250,000 (or in all about 37,500,000 French francs). A sum of 20,000,000 French francs remained to be found. Of this 13,500,000 French francs might, it was thought, be obtained by a loan guaranteed in the main by the annual payments of the Assyrians for the purchase of land in the Ghab. A balance of 6,500,000 French francs thus remained.

On the proposal of the Fourth Committee and of the Supervisory Commission, the Assembly decided to place in the budget a credit of 1,300,000 Swiss francs as a fixed contribution from the League to the work of settling the Assyrians of Iraq.

2. COMMITTEE FOR THE SETTLEMENT OF THE ASSYRIANS OF IRAQ.

On September 26th, upon the proposal of M. de Madariaga (Spain), Rapporteur, the Council appointed Ecuador as a member of the Council Committee for the Settlement of the Assyrians of Iraq, to replace Mexico, which had ceased to be a Member of the Council.

3. MINORITIES IN ALBANIA.

Application of the Albanian Declaration of October 2nd, 1921.

The Council on September 23rd had to deal with the application of Article 5 of the Albanian Declaration of October 2nd, 1921.

The Spanish representative, M. de Madariaga, Rapporteur, referred to the fact that the Council had to decide whether there was occasion

for it to make recommendations to the Albanian Government in connection with the status of minority schools, having regard to the Albanian declaration concerning the protection of minorities.

On May 23rd, 1935, the Council had been informed that the Albanian Government had decided to take steps to conform to the situation created by the advisory opinion given by the Permanent Court of International Justice on April 6th, 1935.* The Council had therefore thought right to adjourn its decision.

On August 30th, the Albanian Government informed the Council of the new regulations issued by it concerning minority schools. These regulations would apply in full to the minority schools, whilst the constitutional provisions relating to the abolition of private teaching would continue to be applied to the majority schools only.

The Council took the view that, subject to certain changes in the proposed regulations, they seemed likely to form a satisfactory solution of the problem that had been raised. This problem was twofold: there was the question of the minority schools intended to give Albanian nationals belonging to linguistic minorities an opportunity of sending their children to an elementary school where they would be taught in their mother tongue; on the other hand, there was the question of the Catholic confessional schools.

On the first point, the regulations, with the amendments proposed by the Council, seemed to be satisfactory, especially if they were interpreted liberally in the interests of the minority.

On the second point, they were not an adequate solution. But the Albanian representative had informed the Rapporteur that the position of the Catholic confessional schools was at present the subject of negotiations between the Albanian Government and the Vatican, the result of which would be communicated to the Council. The Council therefore noted the declaration and instructed its Rapporteur to keep in close touch with the Albanian Government.

The Albanian representative before the Council, M. Frasheri, declared that his Government had never intended to prejudice the rights of minorities, but had only desired to bring under regulation the education in both majority and minority schools, by ensuring its direct control. This step towards equality, had led to complaints and the matter had been referred to the Permanent Court of International Justice. The Albanian Government had just proved its good intentions; for, without waiting for the Council to give a decision, it had drawn up new regulations for minority schools and had at once communicated them to the League. The Minister of Education had also taken the necessary measures to ensure that the private minority schools should be opened in virtue of the new regulations.

The Italian representative expressed the hope that at its next session the Council would be in a position to note that the status of the Catholic denominational schools had also been brought into conformity with the Albanian declaration of 1921.

IX.—COMMISSION OF ENQUIRY FOR EUROPEAN UNION. †

The Assembly noted that circumstances had not permitted this Commission to be called together during the year.

It therefore decided to prolong the existence

of the Commission for a further year and to place the question on the agenda for its next Session.

X.—BUDGET AND INTERNAL ADMINISTRATION. ‡

1. THE LEAGUE BUDGET.

The sum approved for the 1936 budget was 28,279,901 francs, being 2,359,763 francs less than the figure for 1935.

It is divided up as follows :		Gold francs
Secretariat .. .. .	.. .. .	14,591,635
International Labour Office ..	..	6,699,450
Permanent Court .. .. .	.. .. .	2,321,200
Opium (Committee) .. .. .	.. .. .	119,463
Nansen Office .. .. .	.. .. .	270,000

Buildings	2,334,000
Pensions	1,544,153
Assyrians of Iraq	400,000
Total	28,279,901

2. FINANCIAL SITUATION.

In spite of the universal depression, the League's financial position may be looked at with optimism. As the Fourth Committee said in its report to the Assembly: "the League's budgets are established on solid foundations, its administration is based on a sound organisa-

* See Monthly Summary, Vol. XV., No. 4, page 102, and No. 5, page 136.

† See Assembly resolution: Annex, page 242.

‡ See Assembly resolution: Annex, page 242.

tion, and its control on rigid and strictly enforced regulations."

As regards the current year, by August 31st, 1935, the expenditure estimates had been covered to the extent of 77.5 per cent. by receipts, of which 62.2 per cent. represented current contributions and 15.3 arrears. At the same date last year, the total contributions received amounted to 65.7 per cent. including 21 per cent. arrears, while in 1930 the corresponding figures were 67.5 per cent. and 13.7 per cent.

The payments during the first eight months of 1935 represent the highest proportion that has ever been attained at that date. We may therefore expect that the accounts for the financial year will close without a deficit.

Furthermore, considerable progress has been made during the past year in the matter of overdue contributions. There is every reason to hope that in future, not only current contributions, but also payments in respect of arrears will come in more regularly.

The Assembly succeeded in substantially reducing the charges imposed on Members of the League, while maintaining the League's administrative organisation intact, providing reasonable funds for its main activities and meeting considerable extra expenditure on a new humanitarian work, the settlement in Syria of the Assyrians of Iraq.

A month before the session began, the French Government warned the Secretary-General that it would instruct its representative on the Fourth Committee to press for such a reduction of expenditure in the 1936 budget as would permit of a reduction of 10 per cent. in the contributions of States Members.

In reply, the Secretary-General called attention to the considerable reductions that had been made in estimates and in actual expenditure between 1932 and 1936, amounting to 4,254,562 francs for the estimates; during the same period, expenditure had been reduced by 27.6 per cent. for the Secretariat, and 14 per cent. for the League as a whole. The Secretary-General added that in spite of the loss of contributions from States leaving the League, the proposed contribution for 1936 would be slightly reduced as compared with that for 1935, in consequence of further savings, and the States Members would be spared the necessity of making good the share of the States leaving the League. The reduction would be equivalent to 8 per cent. of their contributions.

The French Government's proposal was

officially laid before the Fourth Committee, which decided to refer the whole question to the Supervisory Commission for consideration and report.

The Commission, after consideration, proposed reductions of three kinds:

	<i>Gold Francs.</i>
1. Postponement until 1937 of the construction of one of the wings of the International Labour Office building	700,000
2. Reductions in the budget :	
(a) Secretariat	400,000
(b) International Labour Organisation	150,000
(c) Permanent Court of International Justice	200,000
	750,000
3. Additional refunds to States	500,000
Total reduction in contributions	1,950,000

The Assembly decided to devote a portion of the surplus for 1934 and the amount received in respect of arrears due up to December 31st, 1932, to the creation of a special guarantee fund, from which it would be possible to make good any deficiencies in the credits in the budgets of the Secretariat and the Permanent Court of International Justice, which had been reduced by 400,000 and 200,000 francs respectively. In the view of the Supervisory Commission, the creation of this new fund should in future make it possible to carry the policy of curtailing credits even further, and thus permit of further reductions in the budgets of all Member States.

3. CONTRIBUTIONS IN ARREAR.

The Committee on the Settlement of Contributions in Arrear has concluded arrangements with ten States (Bolivia, Bulgaria, Chile, China, Cuba, Honduras, Hungary, Liberia, Peru and Uruguay) for the payment of the balance of their overdue contributions. In approving these arrangements, the Assembly emphasised that they were made on the understanding that failure to pay the current contribution as well as an instalment under the arrangement for settlement of arrears would *ipso facto* cancel the arrangement and revive the debt in full.

The Assembly also invited the special Committee to continue its efforts to reach agreements with States with whom as yet none had been concluded.

The Committee is composed of :

M. C. J. Hambro (Norway).
 Count Carton de Wiart (Belgium).
 Sir F. Phillips (United Kingdom).
 M. Stefan Osusky (Czechoslovakia).
 M. César Zumeta (Venezuela).

4. ALLOCATION OF EXPENSES.

The Assembly appointed a new Committee on Allocation of Expenses composed of the following members :

M. Reveillaud (France).
 Sir Frederick Phillips (United Kingdom).
 M. Cavazzoni (Italy).
 M. Kagan Avsey (U.S.S.R.).
 M. Hambro (Norway).
 M. Cemal Hüsnü (Turkey).
 M. Pardo (Argentine Republic).
 M. Gomez (Mexico).
 M. Rajawangsan (Siam).

Its terms of reference were to recommend a scale of allocation of expenses for the 1936 financial period. At a meeting on September 24th, it heard the representatives of Bolivia, Bulgaria, Chile, Cuba, Ecuador, Peru, Uruguay and Venezuela, and recommended that, subject to its conclusions regarding the contributions of China and Ecuador, States should contribute for 1936 the same number of units as for 1935.

The Committee will meet during 1936, and will examine the problem in all its aspects in order to place before the Assembly at its next session a revised scale which it hopes may constitute a satisfactory settlement of this question.

5. STAFF PENSIONS FUND.

The Assembly approved the report of the Administrative Board of the Staff Pensions Fund and noted that the initial deficit in the actuarial reserve, which amounted to over six million francs, was being amortised over a

period of thirty years by an annual credit of 400,000 francs.

It had been realised from the beginning that this shortage was inevitable, as the Assembly had decided, when establishing the Fund, to make admission to it retrospective from the date of original employment. But the Assembly expressed serious concern regarding the losses on investments which had occurred either through sales at a lower level than the price at which securities were bought, or through the depreciation of securities still held by the Fund.

The Assembly noted with satisfaction that the Administrative Board had decided that a fresh actuarial valuation of the Fund should be made early in 1936 and that a report containing a complete statement of the position should be put before the Assembly at its next session.

6. MISCELLANEOUS APPOINTMENTS.

On the proposal of the Fourth Committee, the Assembly appointed the following members of the Supervisory Commission for the period ending December 31st, 1938 :

As a regular member : M. C. Parra-Perez.

As substitute members : M. Georges de Ottlik, M. Jan Modzelewski.

It also appointed the following to the Administrative Board of the Staff Pensions Fund for the period ending December 31st, 1936 :

As a regular member : Mr. Francis T. Cremins.

As substitute member : M. C. van Rappard.

7. ADMINISTRATIVE TRIBUNAL.

The Council renewed for a further period of three years the mandates of M. Devèze and M' de Tomcsanyi, judge and deputy judge on the Administrative Tribunal of the League.

XI.—FORTHCOMING LEAGUE MEETINGS.

October 17th.—Permanent Mandates Commission, Geneva.

October 21st.—Sub-Committee of the Committee of Statistical Experts on Mineral and Metallurgical Statistics, Paris.

October 21st.—Committee of Experts on the Pollution of the Sea by the Discharge of Oil, Geneva.

October 21st.—Committee of Experts on International Tourist Traffic, Geneva.

October 28th.—Committee of Experts on Customs Nomenclature, Geneva.

October 28th.—Advisory Committee on Intellectual Workers, Geneva.

October 28th.—Sub-Committee of the Com-

mittee of Statistical Experts on Timber Statistics, Geneva.

November 5th.—Advisory and Technical Committee on Communications and Transit, Geneva.

November 5th.—Committee of Experts for the Study of Phyto-pathological Questions, Rome.

November 6th.—Sub-Committee of the Committee of Statistical Experts on Tourist Statistics, Geneva.

November 20th.—Pan-African Health Conference, Johannesburg.

November ?.—Committee on the Composition of the Council, Geneva.

PERMANENT COURT OF INTERNATIONAL JUSTICE.*

I. DEATH OF A MEMBER OF THE COURT.

Professor Walther Schücking, ordinary judge of the Court, died at The Hague on August 25th, 1935.

Professor Schücking was born at Münster (Westphalia) on January 6th, 1875. He was educated at the elementary school and at the "Gymnasium" of that city, and after having matriculated he studied law at the Universities of Munich, Bonn, Berlin and Göttingen. He became Doctor of Law in 1897, on completion of a thesis which was crowned by the Faculty of Law at Göttingen and which was entitled *Das Küstenmeer im internationalen Recht*. He then worked for two years at the District Court of Münster. In the autumn of 1899 he was appointed Professor of the history of German Law, of Public Law and of International Law at Göttingen. A year later he became extraordinary Professor at the University of Breslau. In 1903 he was appointed titular Professor in the same subjects at the University of Marburg, where he had already lectured in 1902 and where he remained until April 1st, 1921.

After the end of the war, the German Republican Government appointed him President of a Commission for the consideration of claims respecting the treatment of prisoners of war in Germany. In 1919 he was elected by the Democratic Party to the National Assembly. In the same year he was one of the six delegates sent to Versailles for the peace negotiations. At the following elections he was elected to the Reichstag (1920-1928); giving up his Chair at Marburg, he then settled at Berlin, where he was given the professorship of Public Law at the High School of Commerce. From 1926 to 1932 he occupied the Chair of Public and Private International Law at the University of Kiel; he was also Director of the Institute of International Law at that University.

M. Walther Schücking was a member of the Permanent Court of Arbitration from 1921 to 1934. He belonged to a large number of international and other learned societies. His scientific works mainly relate to the history of German law, public law, international law and politics. As a member of the Reichstag, he was President of the German Group of the Inter-Parliamentary Union for Arbitration and Peace, and presided at the plenary conference of that organisation in 1928. In 1924, he was

appointed by the Council of the League of Nations a member of the Committee for the codification of international law. In the spring of 1930, M. Schücking was a member of the German delegation to the First Conference for the Codification of International Law (at The Hague). M. Schücking, who had sat on the Permanent Court of International Justice as judge *ad hoc* appointed by the German Government in the *Wimbledon* case (June-August, 1923) and in that of the Minority Schools in Upper Silesia (March-April, 1928), was elected to the Court as an ordinary judge on September 25th, 1930, when a new general election of members of the Court was held.†

Professor Schücking's funeral took place on August 29th, 1935; the Netherlands Government offered a public funeral and this gracious offer was accepted by the deceased judge's family.

2. THIRTY-FIFTH SESSION OF THE COURT.

The President has convened an extraordinary session of the Court for October 28th, 1935. At this session the Court will deal with the request from the Council of the League of Nations for an advisory opinion on the consistency of certain Danzig legislative decrees with the Constitution of the Free City (See No. 3 below).

3. THE CONSISTENCY OF CERTAIN DANZIG LEGISLATIVE DECREES WITH THE CONSTITUTION OF THE FREE CITY (QUESTION FOR ADVISORY OPINION).

On September 30th, 1935, the Court received a request for an Advisory Opinion transmitted to it by the Secretary-General of the League of Nations in accordance with the terms of a Resolution adopted by the Council on September 23rd, 1935. The Council requests the Court to give its opinion on the question whether two legislative decrees of August 29th, 1935, amending the Danzig Penal Code and the Danzig Code of Penal Procedure are consistent with the Constitution of Danzig, or, whether on the contrary, they violate any of the provisions or principles of that Constitution. The Court is asked if possible to give its Opinion in sufficient time for the session of the Council in January, 1936; the President of the Court has accordingly convened an extraordinary session to deal with the question (See No. 2 above).

* This Chapter has been compiled on the basis of information furnished by the Registry of the Court.

† This biographical note is taken from the Seventh Annual Report of the Permanent Court of International Justice, pages 33-34.

The Free City of Danzig has been notified, in conformity with Article 73, No. 1, para. 2, of the Rules of Court, that the Court will be prepared to receive from it a written statement on the subject; October 22nd, 1935, has been fixed as the date for the filing of this statement.

4. ELECTION OF A SUCCESSOR TO THE LATE
M. ADATCI.

On September 14th, 1935, M. Harukasu Nagaoka was elected by the Council and Assembly of the League of Nations as a judge of the Court to fill the vacancy left by the death of M. Mineitciro Adatci. M. Harukasu Nagaoka accepted his appointment in a telegram dated September 16th, which was transmitted to the President of the Court by the Secretary-General of the League of Nations on September 17th.

M. Harukasu Nagaoka, who was born in 1877, has had a distinguished career in the Japanese diplomatic service, having been Minister in Prague, in The Hague and in Riga, and Ambassador in Berlin and Paris. He has taken part in numerous international conferences including the Peace Conference, the Conference of Lausanne and the Conference for the Codification of International Law at The Hague in 1930, at which he was first Japanese delegate. He has represented Japan on the Council of the League of Nations and

has been Japanese delegate to several Assemblies of the League. Since 1935 he is a member of the Permanent Court of Arbitration.

5. RESIGNATION OF MR. KELLOGG.

In a letter dated September 9th, 1935, and addressed to the President of the Court, Mr. Frank B. Kellogg tendered his resignation, stating that circumstances make it impossible for him to continue to attend sessions of the Court at The Hague. Mr. Kellogg's letter was transmitted on September 23rd to the Secretary-General of the League of Nations, and notified by him to the Assembly and the Council of the League.

Both the Assembly and the Council have accepted Mr. Kellogg's resignation, the former on September 27th, the latter on September 28th, as from which date, accordingly, the resignation became effective.

The Council further adopted a report providing for the opening of the procedure for the filling of the vacancies left by the death of M. Schücking and the resignation of Mr. Kellogg. According to this report, the Secretary-General will take steps as soon as possible to invite the nomination of candidates; and the election will take place at the first session of the Assembly after the termination of the procedure of nomination, which extends over three months.

ANNEX.

Resolutions of the Assembly.

I. Legal and Constitutional Questions.

1. CONDITIONS OF VOTING ON REQUESTS FOR ADVISORY OPINIONS ADDRESSED TO THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

The Assembly,

Whereas, by its resolution of September 24th, 1928, it expressed the desire that the Council, when circumstances permitted, would have a study made of the question whether the Council or the Assembly may, by a simple majority, ask for an advisory opinion within the meaning of Article 14 of the Covenant of the League of Nations;

Observing that such a study has not yet been made and that uncertainty on the matter still persists and may have contributed to diminish the activity of the Permanent Court of International Justice;

Considering that it is desirable for the security of the legal rights of Members of the League of Nations that, in cases where it appears indispensable for the accomplishment of the task of the Council or the Assembly that advice should be obtained on some point of law, such advice should, as a general rule, be requested from the Permanent Court of International Justice:

Expresses the desire that the Council will examine the question in what circumstances and subject to what conditions an advisory opinion may be requested under Article 14 of the Covenant.

2. ENTRY INTO FORCE OF THE AMENDMENTS TO THE STATUTE OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

The Assembly,

Referring to its resolution of October 14th, 1932, by which it addressed an urgent appeal to the States concerned to ratify as soon as possible the Protocol of September 14th, 1929, concerning the Revision of the Statute of the Permanent Court of International Justice;

Recalling further that since January 1st, 1931, and pending the entry into force of the above Protocol, the Court has continued to work under a provisional system set up by the Assembly's resolutions of September 25th, 1930;

Considering it to be in the interests of good administration of international justice and of the part which the Court should play in the life of the nations that the Court should be organised upon a definitive basis;

Observing with satisfaction that the Protocol of September 14th, 1929, has been ratified by almost all the States whose ratification is necessary to bring it into force and that all the instruments of ratification except three have been deposited;

Recalling that Articles 4 and 35 of the Statute as amended by the Protocol of September 14th, 1929, enable the organs of the League of Nations to regularise in an equitable manner the situation, in regard to the election of members of the Court, of States which, having signed and ratified the Statute, are not Members of the League of Nations;

Considering that, according to the information before the Assembly, the States whose ratifications are necessary have indicated an intention to ratify;

Observing accordingly that the entry into force of the Protocol of September 14th, 1929, seems no longer to encounter any difficulty;

Being anxious to accelerate as much as possible the introduction of a reform the utility of which has been generally recognised since 1929:

Requests the Council to take the necessary measures to put the Protocol into force on February 1st, 1936, if the last instruments of ratification have not been deposited before that date, and on condition that the States which have not already ratified have not in the meanwhile made objection to the contemplated procedure;

Instructs the Secretary-General to communicate the present resolution to the Governments of the States concerned.

3. STATUS OF WOMEN.

The Assembly,

Noting that the question of the status of women was placed on the agenda of the present session for examination, at the instance of a number of delegations, with particular reference to the Equal Rights Treaty signed at Montevideo on December 26th, 1933, by representatives of the Governments of Cuba, Ecuador, Paraguay and Uruguay;

Considering that the terms of the Equal Rights Treaty should be examined in relation to the existing political, civil and economic status of women under the laws of the countries of the world;

Recognising that the question of conditions of employment, whether of men or women, is a matter which properly falls within the sphere of the International Labour Organisation:

(1) Decides that the question of the political and civil status of women shall be referred by the Secretary-General to the Governments for their observations, including observations

as to the action which in their view the League might take in this matter, and that the Governments shall be requested to supply to the Secretary-General, together with their observations, information as to the existing political and civil status of women under their respective national laws ;

(2) Recommends that the women's international organisations should continue their study of the whole question of the political and civil status of women ;

(3) Requests that the observations and information communicated by the Governments and the statements of the said international organisations shall be sent to the Secretary-General for consideration by the Assembly of the League of Nations at a subsequent session ;

(4) Expresses the hope that the International Labour Organisation will, in accordance with its normal procedure, undertake an examination of those aspects of the problem within its competence—namely, the question of equality under labour legislation—and that it will, in the first place, examine the question of legislation which effects discriminations, some of which may be detrimental to women's right to work.

4. NATIONALITY OF WOMEN : CONVENTION ON THE NATIONALITY OF WOMEN CONCLUDED ON DECEMBER 26TH, 1933, AT THE CONFERENCE OF AMERICAN STATES AT MONTEVIDEO.

The Assembly,

After study of the item of its agenda, " Nationality of Women : Convention on the Nationality of Women concluded on December 26th, 1933, at the Conference of American States at Montevideo " ;

Recalling its resolutions of October 12th, 1932, and October 11th, 1933, by which it requested the Governments to give information as to the effect which they have found it possible to give to Recommendation VI of the Hague Codification Conference of 1930 ;

Recalling its resolution of October 10th, 1932, regarding the collaboration of women with the League of Nations ;

Considering that the collaboration of women is particularly desirable in the study of matters which specially concern them ;

Conscious of the importance of the subject :

(1) Remarks with interest the achievement accomplished by the American States in drawing up a Convention in accordance with Recommendation VI of the Conference of The Hague of 1930 ;

(2) Draws the attention of the Members of the League of Nations to the fact that the Montevideo Convention is open to the accession of all States ;

(3) Thanks the women's international organisations for the assistance which they have rendered and will render to the League of Nations in this field ;

(4) Renews its recommendation that the States which have signed the Hague Convention of 1930 will deposit their ratifications at an early date ;

(5) Requests the Council to continue to follow the development of this important problem, both in the national and in the international field, in order to determine when such development has reached a point at which further concerted international action would be justified.

5. INTERNATIONAL INSTITUTE AT ROME FOR THE UNIFICATION OF PRIVATE LAW.

The Assembly,

Having examined the part of the Secretary-General's report relating to the work of the International Institute at Rome for the Unification of Private Law :

Taking into consideration the international draft law of sale and the draft uniform law on the responsibility of hotel-keepers, which have been presented by the Institute to the Council and which the Council, by a resolution of January 14th, 1935, has transmitted to the Governments for their observations :

Notes with satisfaction the work already accomplished and the method of work followed by the Institute, and congratulates it ;

And, considering that the object of the above-mentioned draft laws is to facilitate international economic and commercial relations by providing them with a firmer legal basis :

Recognises the interest which their adoption, with such modifications as it may eventually appear desirable to make in them as the result of the replies of the Governments, would present ;

And draws the attention of the Governments to the desirability of giving early and favourable consideration to the two draft laws.

6. COMMITTEES OF THE LEAGUE OF NATIONS.

The Assembly adopts the report of the Second Committee.*

7. PROPOSED AMENDMENTS TO RULE 7 OF THE RULES OF PROCEDURE OF THE ASSEMBLY.

The Assembly adjourns to its ordinary session of 1936 the examination of the proposals contained in the three documents A.49, 1935.V, A.I/17.1935 and A.I/18.1935.†

8. PROCEDURE OF THE ASSEMBLY : QUESTION OF THE MAINTENANCE OF THE RULES TEMPORARILY ADOPTED IN 1933.

The Assembly decides as follows :

1. The rule relating to the convening of the Finance (Fourth) Committee, established as an

* See article on this subject, page 205.

† See article on this subject, page 205.

experiment by the Assembly's resolution of October 11th, 1933, shall be maintained for the session of 1936—namely :

The President of the Council, after consulting the Chairman of the Supervisory Commission, may convene the Finance Committee for a date preceding by not more than one week the first meeting of the ordinary session of the Assembly. The Committee shall be composed of the representatives accredited for the purpose by the Members of the League. It shall appoint its Chairman, who shall thereby become a member of the General Committee of the Assembly under the terms of Article 7 of the Rules of Procedure. The establishment of the Committee shall be reported to the Assembly at the first plenary meeting of the Assembly.

2. The Rules of Procedure of the Assembly are amended by the insertion of a new Rule 14 (a), reading as follows :

Rule 14(a).

(i) When the reports and resolutions submitted by the various Committees of the Assembly are brought up for adoption in plenary session, the President, in the cases indicated below, shall read the titles of the reports and put forthwith to the vote the resolutions which are proposed.

(ii) The procedure provided for in paragraph (i) shall only apply in cases where the Committee has unanimously declared that it does not consider a discussion of the report in plenary session to be necessary and where no delegation has subsequently asked the President to open a discussion on the report. The report must be circulated to the delegations twenty-four hours before it is brought up in plenary session.

II. Political Questions.

1. DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

The Assembly,

Noting the statement made to the Sixth Committee by the Chairman of the Advisory Committee and relying on this Committee to continue to follow the situation :

I. Expresses its great satisfaction at the signature of the Protocols of June 12th, 1935, which put an end to hostilities between Bolivia and Paraguay and made possible the opening of the Peace Conference at Buenos Aires ;

II. Congratulates the Governments represented at the Conference on the efforts they have made in the interests of peace, and expresses its earnest hope that the prosecution of these efforts will result in the complete re-establishment of peace and good understanding between Bolivia and Paraguay.

2. RELATIONS BETWEEN THE LEAGUE OF NATIONS AND THE PAN-AMERICAN UNION.

The Assembly,

Honouring the high ideal of international co-operation which inspired the Colombian proposal as to relations between the League of Nations and the Pan-American Union :

Reserves the right to examine this proposal when it has learnt the outcome of the studies recommended by the seventh Pan-American Conference in a resolution concerning the relations of Pan-American bodies to other organisations ;

And authorises forthwith the Secretary-General to maintain such relations for mutual information with the Director-General of the Pan-American Union as may prove desirable.

III. Administrative Questions.

MANDATES.

The Assembly,

Having noted the activity of the mandatory Powers, the Permanent Mandates Commission, and the Council, in regard to the execution of the provisions of Article 22 of the Covenant :

Expresses its appreciation of the work accomplished by the mandatory Powers and the organs of the League responsible for the supervision of the mandates, and renews the expression of confidence in them voted by previous sessions of the Assembly.

It trusts that their efforts, pursued in a broad co-operative spirit, will bring about that progress which is the essential object of the institution of the mandate.

IV. Technical Organisations.

1. ECONOMIC AND FINANCIAL QUESTIONS.

1. The Assembly,

Convinced of the inimical effect on international trade of arbitrary restrictions imposed by Governments ;

Noting that one of the ultimate objectives of Governments is a return to an international gold standard ;

Considering that, even before the re-establishment of such an international monetary standard becomes possible, effective steps might be taken with a view to the removal of impediments to the exchange of goods, and that such a removal is indispensable if the economic recovery of which signs are now apparent is to be developed ;

Considering that the recovery of international trade would be greatly assisted by the conclusion by as many countries as possible of bilateral agreements having for their object the application of a more liberal economic policy ;

Recognising, further, that the beneficial effects of such agreements would be more widespread when based upon the principle of the most-favoured-nation clause;

Realising that Governments hesitate to enter into agreements of substantial duration if the circumstances in which they were entered into may be subject to violent changes as the result of currency fluctuations:

Recommends that Governments should endeavour to encourage freer trade by the conclusion of bilateral agreements, subject, should they consider it necessary, to the provision that, in the event of a large variation in the rate of exchange between the currencies of the contracting parties, there should be power to take steps to revise the agreement at short notice.

2. The Assembly,

After considering the report of the Joint Committee on Clearing Agreements:

Takes note of the results arrived at by that Committee;

And suggests that the Council should consider the desirability of organising in a suitable manner, in co-operation with the Bank for International Settlements, a consultation by competent persons with a view to—

(1) Devising means for promoting the application of the suggestions made by the Joint Committee;

(2) Studying any other project or measures designed to extend international trade and give it greater freedom.

3. The Assembly invites the Council to arrange for the designation of a committee of legal and financial experts to examine the means for improving contracts relating to international loans issued by Governments or other public authorities in the future, and in particular to prepare model provisions—if necessary, with a system of arbitration—which could, if the parties concerned so desired, be inserted in such contracts.

The committee should be authorised to obtain the co-operation of the International Institute at Rome for the Unification of Private Law as well as of representatives of bondholders' associations and to consult such experts as it may deem desirable.

4. The Assembly, considering the importance in all countries of the agricultural problem, and the unanimously recognised necessity of seeking the promptest possible solution for it, which solution would do much to relieve the general depression, recommends that the Economic Committee of the League of Nations should resume consultations of agricultural experts such as those which have given interesting results in 1930 and 1931.

2. WORK OF THE HEALTH ORGANISATION BETWEEN THE FIFTEENTH AND SIXTEENTH ORDINARY SESSIONS OF THE ASSEMBLY.

The Assembly,

Notes with satisfaction that the national administrations of countries in all continents are making ever-increasing use of the services of the Health Organisation and are affording it a growing measure of support in discharge of its duties;

Approves the work of the Health Organisation and the Rapporteur's conclusions, and refers to the Health Committee for study the offers of collaboration and the suggestions enunciated in his report.

3. NUTRITION.

The Assembly,

Having considered the subject of nutrition in relation to public health and of the effects of improved nutrition on the consumption of agricultural products, urges Governments to examine the practical means of securing better nutrition and requests the Council:

(1) To invite the Health Organisation of the League of Nations to continue and extend its work on nutrition in relation to public health;

(2) To instruct the technical organisations of the League of Nations, in consultation with the International Labour Office and the International Institute of Agriculture, to collect, summarise and publish information on the measures taken in all countries for securing improved nutrition and,

(3) To appoint a Committee, including agricultural, economic and health experts, instructed to submit a general report on the whole question, in its health and economic aspects, to the next Assembly, after taking into consideration, *inter alia*, the progress of the work carried out in accordance with paragraphs (1) and (2) above.

4. WORK OF THE ORGANISATION FOR COMMUNICATIONS AND TRANSIT BETWEEN THE FIFTEENTH AND SIXTEENTH ORDINARY SESSIONS OF THE ASSEMBLY.

The Assembly,

(1) Notes with satisfaction the work performed by the Communications and Transit Organisation between the fifteenth and sixteenth ordinary sessions of the Assembly;

(2) Keenly appreciating the interest of the material collected on national public works, asks the Communications and Transit Organisation to have a detailed and systematic examination of that material made by experts in order to enable more detailed enquiries to be pursued in this connection later;

(3) Noting the importance for a great number of countries of the problem of transport co-ordination, especially the co-ordination of railway and road transport, asks the Communications and Transit Organisation to study the situation and the measures taken to co-ordinate transport in the

principal countries concerned, on the understanding that the problem of transport co-ordination should be viewed in its widest aspect—technical, economic and financial;

(4) Taking note of the admirable work performed by the Communications and Transit Organisation in investigating the problem of the pollution of the sea by oil, and of the replies received from Governments to the questionnaire addressed to them:

Considers that the subject of the pollution of the sea by oil is one suitable for solution by an international convention;

Requests the Council to instruct the Communications and Transit Organisation to take, as rapidly as possible, and with the assistance of expert advice, if required, the necessary steps to complete the preparation of a draft convention and to submit that draft to Governments for consideration;

Invites the Council, in the light of the observations received from Governments, to convene an international conference on oil pollution at an appropriate time.

V. Social and Humanitarian Questions.

I. TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.*

The Assembly takes note of the report submitted by the Fifth Committee and adopts the conclusions of the report.

2. TRAFFIC IN WOMEN AND CHILDREN.

1. The Assembly,

Having taken cognisance of the fact that the 1921 Convention for the Suppression of Traffic in Women and Children has been ratified or definitely acceded to by fifty States and the 1923 Convention for the Suppression of the Circulation of and Traffic in Obscene Publications by not less than fifty-four States;

Considering that both these Conventions have now reached almost universal application;

And considering that the ratification of or accession to these Conventions by the few remaining States would further the purpose aimed at by these two Conventions:

Instructs the Secretary-General of the League of Nations to make an appeal to the remaining States Members of the League which have not yet ratified or acceded to these Conventions to become parties to them as soon as possible.

2. The Assembly,

Having taken cognisance of the information with regard to the position of women of Russian origin in the Far East, submitted to the Fifth Committee by different Governments, together with that obtained by the Secretariat;

Considering the discussions which have taken place in the Traffic in Women and Children Committee at its session in May 1935, and of the resolution agreed to by that Committee and approved by the Council of the League of Nations in May 1935;

Having regard to the fact that the majority of the replies to the enquiry carried out by the Secretariat of the League of Nations into the present position of women refugees of Russian origin in the Far East suggest that the League of Nations should appoint an agent to encourage and co-ordinate all efforts to improve the position of these women:

Invites the international societies which carry on work among women to strengthen and co-ordinate their activities in that part of the world;

Is of opinion that financial help will be needed to enable the necessary social measures to be taken in different centres;

Expresses the hope that the funds necessary for this purpose may be collected through the co-operation of the voluntary organisations and public authorities;

Authorises the Secretary-General to endeavour to secure the services of a competent person (preferably a woman), resident in the Far East or in a position to proceed there, who could act as agent of the League of Nations;

And requests the Council to appoint the selected person as agent of the League of Nations for the purpose of encouraging and co-ordinating efforts to improve the position of women of Russian origin who are engaged or likely to become engaged in prostitution; this appointment should not, however, involve, in the present circumstances, any financial charge upon the League.

3. The Assembly,

Taking into consideration the opinion expressed by the Assembly at its fifteenth session that the report of the Commission of Enquiry on Traffic in Women and Children in the East should be considered at a conference of the authorities who are responsible in Eastern countries for the measures taken to prevent traffic in women, with a view to securing closer co-operation and greater exchange of information between them;

Considering the resolution of the Traffic in Women and Children Committee at its meeting in May 1935, which suggests that the conference should take place in the autumn or winter of next year, after careful preparation in consultation with the Governments concerned:

Observes that the chief purpose of this conference being the establishment of closer co-operation and greater exchange of information between the authorities in the East, it can only take place usefully in the East itself, and that its purpose cannot be fulfilled by a meeting held in Geneva;

Is of opinion that the beginning of the year 1937 is the most suitable date for the holding of the conference, as this allows of consultation with all the Governments and organisations interested, as well as for careful technical preparation for the Conference;

* See article on this subject, page 219.

And instructs the Secretary-General to avail himself of the authorisation given by the Council of the League of Nations to make without delay all the necessary preparatory arrangements in consultation with the Governments concerned, especially with regard to the choice of a place of meeting, the manner in which the conference is to be constituted and the subjects to be discussed. The final decision as to the convocation of the Conference would be taken by the Council at the end of the next ordinary session of the Assembly.

3. CHILD WELFARE.

I.

The Assembly,

Having found, on the basis of the information collected by the Child Welfare Committee, that most countries still allow children in certain cases to be sentenced to imprisonment or to be kept in prison pending trial;

That, according to an opinion already twice expressed by the Committee, confinement in prisons should be absolutely excluded in the case of children, and that, in cases of delinquency, the treatment applied to them should be prompted by a desire for their education and training and not for their punishment;

That even the best organised prison is not, in view of its character, a suitable place for applying educative methods to children who are in process of mental and physical development;

Expresses the wish that all countries that have hitherto tolerated the imprisonment of children in any form whatsoever should aim at abolishing this system, replacing it in the case of delinquent minors by suitable measures of a purely educative character.

II.

The Assembly,

Having regard to the recommendation adopted by the nineteenth session of the International Labour Conference (1935) concerning unemployment among young persons:

Asks the Child Welfare Committee to keep itself informed, through the International Labour Office, of the measures taken by States Members to give effect to that recommendation;

Considers it desirable that the Child Welfare Committee, at one of its future sessions, should give attention to the question of ill-treated children;

Finally, points out that the Committee's attention should be directed mainly towards normal children, but feels that, at the same time, before formulating a definite opinion regarding the entire question, a practical expedient would be to submit the Rapporteur's observations on this subject for the study of the Child Welfare Committee, in order that the Fifth Committee should be able to discuss the matter at a later session on the basis of the Child Welfare Committee's report.

4. REFUGEES.

(a) *Russian, Armenian, Assyrian, Assyro-Chaldean, Saar and Turkish Refugees.*

The Assembly,

(1) Having noted the report of the Governing Body of the Nansen International Office for the year ending June 30th, 1935, on the work done for Russian, Armenian, Assyrian, Assyro-Chaldean, Saar and Turkish refugees:

(2) Expresses its gratitude to the Office and to the Inter-Governmental Advisory Commission for the valuable services rendered to the Governments and to the refugees by improving the position of a very considerable number of refugees in spite of great economic and other difficulties;

(3) Thanks the Governments which have given effect to recommendations made at its last session concerning the communication to the Office of refugee settlement possibilities; the placing of credits at the disposal of the Office for a definite solution of the refugee problem in their territories; the general application of the Nansen stamp system, and the adoption of proposals for the issue of surcharged postage stamps for the benefit of the funds of the Office;

(4) Recommends the Governments to ratify the 1933 Convention;

(5) Again urges Governments not to expel refugees unless they have obtained entrance visas for another country;

(6) Requests the Governments of the immigration countries to continue to co-operate with the Office by informing it of the possibilities of settlement in their territories;

(7) Recommends the Governments to consider the advantage of capitalising their expenditure on refugees and of placing such funds at the disposal of the Office for the settlement of refugees;

(8) Requests the Governments which have not already done so to adopt the Nansen stamp system;

(9) Recommends Governments to consider the plan of issuing surcharged postage stamps in accordance with suggestions made by the Inter-Governmental Advisory Commission for Refugees at its session of March 15th, 1935.

(b) *International Assistance to Refugees.*

The Assembly adopts the report of the Sixth Committee.

5. PENAL AND PENITENTIARY QUESTIONS.

The Assembly,

Having taken note of the Secretary-General's annual report on penal and penitentiary questions, together with the communications of the International Bureau for the Unification of Penal

Law, the International Penal and Penitentiary Commission and the Howard League for Penal Reform;

Expressing its satisfaction with the development of co-operation between the League of Nations and the technical organisations dealing with penal and penitentiary problems on the international plane;

Considering that persons deprived of their liberty, and whatever the form of their detention, should not be subjected to treatment inconsistent with the Standard Minimum Rules for the Treatment of Prisoners drawn up by the International Penal and Penitentiary Commission and recommended to Governments by the 1934 Assembly;

Considering that these Rules should be given the widest possible publicity in all States:

Instructs the Secretary-General:

(1) To request the Governments which accept the Standard Minimum Rules for the Treatment of Prisoners to give to those Rules all possible publicity by means of official publications and otherwise;

(2) To inform the Governments that the attention of the Assembly has been drawn to the alleged existence in certain parts of the world of various reprehensible practices which are not only inconsistent with the Standard Minimum Rules, but are also contrary to the principles of rational treatment of prisoners, such as:

(a) The deprivation of the opportunity for prisoners to worship according to their religion and to converse in private with a priest or minister of their faith;

(b) The use of violence and other forms of physical constraint either in police cells or in prisons or other places of detention, with a view to extorting confession or evidence;

(c) The employment of prisoners in gangs under conditions akin to slavery;

(d) Protracted underfeeding to an extent likely to be injurious to the health and lives of prisoners;

(e) The detention of women in prisons without the direct supervision of women officers;

(3) To convey to Governments an expression of its hope that such practices, where they exist, will be abandoned.

The Secretary-General is asked to communicate this resolution to all States Members and non-members of the League, together with the report on penal and penitentiary questions of the Fifth Committee to the Assembly.

6. ASSISTANCE TO INDIGENT FOREIGNERS.

The Assembly takes note of the documentary material submitted with regard to the proposals of the Committee of Experts on Assistance to Indigent Foreigners and the Execution of Maintenance Orders Abroad, and recommends that this Committee should meet shortly so as to continue its efforts to improve the lot of indigent foreigners.

7. SLAVERY.

The Assembly,

Having noted the activities of the Council and of the Advisory Committee of Experts on Slavery:

Expresses the hope that the Governments concerned will act on the suggestions and recommendations sent to them by the Council and will communicate the necessary information in order to enable the Committee to perform its task, and

Instructs the Secretary-General to convey the present resolution to the States not Members of the League which are parties to the 1926 Slavery Convention.

8. INTERNATIONAL RELIEF UNION.

The Assembly,

Having taken cognisance of the report on the activity of the Executive Committee of the International Relief Union for the period from July 12th, 1933, to December 31st, 1934:

Is gratified to note that thirty States have acceded to the Union, and expresses the hope that further accessions will come to reinforce the authority and means of action of that Union;

Expresses its satisfaction at the first steps taken by the Union in the presence of certain calamities and at the encouraging reception given by several Governments to one of its appeals;

Furthermore, lays stress on the importance of the measures taken, with a view to ensuring the co-ordination of the efforts of other relief organisations and encouraging, especially by the appointment of experts, preparatory studies for the purpose of facilitating future action;

Pays tribute to the purposes of the Union and the steps taken to ensure its development.

VI. Intellectual Co-operation.

WORK OF THE INTELLECTUAL CO-OPERATION ORGANISATION.

DRAFT RESOLUTION.

1. General Resolution.

The Assembly,

Having taken cognisance of the various documents submitted to it concerning the activities of the International Intellectual Co-operation Organisation, viz.:

(1) The Committee's report on the work of its seventeenth plenary session, and the various documents annexed thereto;

(2) The report of the Governing Body of the International Institute of Intellectual Co-operation:

Notes with satisfaction the continued development of the work of this Organisation described by the Council;

Associates itself with the congratulations offered by the Governing Body to the International Institute of Intellectual Co-operation on its excellent administrative and financial management;

Approves the programme of work for the year 1935-36 embodied in the reports and resolutions of the International Committee on Intellectual Co-operation and the Governing Body of the Institute.

2. *Tours of Educationists.*

The Assembly stresses the great importance, both from an educational standpoint in the proper sense of the term and from an international standpoint, of the organisation of tours of educationists, who would be invited to visit one or more countries for the purpose of studying all matters relating to teaching on the League of Nations and international questions.

3. *Proposal by the Roumanian Delegation.*

The Assembly,

Approves the proposal of M. I. Pillat, Roumanian delegate, that the Institute of Intellectual Co-operation should publish through an international committee, assisted by national advisory committees, a selection of translations, into one or more of the world-wide languages, of representative classical works from the literatures of the various European regional languages;

Refers the proposal to the Committee on Intellectual Co-operation for investigation by the Institute of Intellectual Co-operation, so that reasoned suggestions may be put forward by the Committee at the next session of the Assembly.

4. *Collection of Ethnographical and Historical Works on the Origins of American Civilisation.*

The Assembly,

Having studied the scientific and financial plan which the Institute of Intellectual Co-operation was asked to put forward by the fifteenth Assembly of the League of Nations with regard to a collection of ethnographical and historical works on the origins of American civilisation:

Emphasises, like the Committee on Intellectual Co-operation itself, the great value of this scheme and its importance to a better mutual comprehension between America and the other continents;

Observes that it is chiefly for the Governments themselves, and the learned institutions concerned, to provide for the scientific realisation of the project by means of special contributions;

Shares the opinion of the International Committee on Intellectual Co-operation that the proposed publication should be further examined by competent persons appointed to draw up the final plans for the collection in such a way that it may provide a wide survey of the period envisaged in a comparatively small number of volumes, and to direct the undertaking. The latter, which will be carried out under the auspices of the Intellectual Co-operation Committee, will be under the scientific management of the persons thus appointed.

The Assembly will be glad to hear next year of the stage the project has reached.

5. *Broadcasting and Peace.*

The Assembly,

Having examined the draft International Convention for the use of broadcasting in the cause of peace which has been drawn up by the Intellectual Co-operation Committee at the request of the Assembly itself, and which has twice been studied by the States Members and non-members of the League of Nations:

Requests the Council to place the conclusion of this agreement on the agenda of the next Assembly. The problem can be examined in 1936 by an *ad hoc* Conference constituted during the Assembly by delegates provided with the necessary powers.

6. *Declaration concerning the Revision of History Text-books.*

The Assembly,

Noting the persevering efforts carried on for many years by the Intellectual Co-operation Committee for the purpose of ensuring the impartiality of school text-books, and especially of history books:

Recognises that Government action would give the most effective support to these efforts;

Accordingly requests the Council to communicate to the States Members of the League of Nations and to the non-member States the declaration prepared by the Committee concerning the revision of history text-books and to ask them to sign it.

7. *Relations of the Intellectual Co-operation Organisation with the International Council of Scientific Unions.*

The Assembly,

Convinced that the establishment of closer relations between the Intellectual Co-operation Organisation and the International Council of Scientific Unions is in the best interests of both institutions:

Takes note of the basis of collaboration suggested by the Intellectual Co-operation Committee at its seventeenth session ;

And decides, in order to facilitate the carrying out of the proposed programme by the convocation of a committee of scientific experts, to insert an appropriation of 6,000 francs in the League's budget for the financial year 1936.

8. *National Committees on Intellectual Co-operation.*

The Assembly :

Draws the attention of Governments to the General Conference of National Committees on Intellectual Co-operation, which is to be held at Paris in 1937, in connection with the Universal Exhibition of Civilisation ;

Expresses the hope that the Governments will facilitate the realisation of this project by affording substantial aid to their National Committees.

9. *International Agreement on Art Exhibitions.*

The Assembly, endorsing the resolution of the Intellectual Co-operation Committee, approves the proposal that the International Museums Office should study an international agreement for the regulation of art exhibitions.

10. *Intellectual Rights.*

The Assembly :

Requests the Governments signatories of the Paris Convention on Industrial Property, as revised in London, to expedite their ratification of this Convention as far as possible, and to introduce, if necessary, into their municipal law provisions for maintaining, for at least a certain period the patent rights in respect of discoveries divulged by their own authors in the form of scientific communications ;

Asks the Institute of Intellectual Co-operation and the Institute for the Unification of Private Law, acting in concert, to pursue their studies and efforts to promote, by bringing into harmony the Berne and Havana Conventions, the conclusion of a general agreement affording effective protection to intellectual works in the countries of both continents.

11. *International Radiobiological Centre.*

The Assembly draws the favourable attention of the States Members of the League of Nations to the creation of an international radiobiological centre at Venice.

12. *International Educational Cinematographic Institute.*

The Assembly fully endorses the terms of the various resolutions adopted by the International Committee on Intellectual Co-operation regarding the problem of educational cinematography. In particular, it congratulates the Rome Institute on the publication of the review *Intercine*, on the completion of its "Cinematographic Encyclopædia," and on the recent creation of a centre for the study of television.

VII. Commission of Enquiry for European Union.

The Assembly :

Having consulted its General Committee on the procedure to be followed with regard to the question appearing on the agenda for the session as Item 6 (a) Commission of Enquiry for European Union :

Notes that circumstances have been such that the Commission has been unable to meet since the last session,

And decides, such being the case, to renew the mandate of the Commission of Enquiry for European Union for the coming year and to place the question on the agenda for the next session of the Assembly.

VIII. Budget and Internal Administration.

1. FINANCIAL QUESTIONS.

1. The Assembly, under Article 38 of the Regulations for the Financial Administration of the League of Nations, finally passes the audited accounts of the League of Nations for the sixteenth financial period, ended December 31st, 1934.

2. The Assembly,

Under Article 17 of the Regulations for the Financial Administration of the League of Nations ;
Passes for the eighteenth financial period ending December 31st, 1936, the budget of the League of Nations, amounting to 28,279,901 francs ;

And decides that the aforesaid budget shall be published in the *Official Journal*.

3. Except on the question of the recruitment and promotion in the scale of members of section, the Assembly adopts the conclusions of the various reports of the Supervisory Commission submitted for its consideration.*

* These conclusions relate to the accounts for the financial year 1934 ; budget for 1936 ; disposal of 1934 surplus ; form of the budget ; transfer of officials from the Staff Provident Fund to the Pensions Fund ; Articles 22 and 23 (1) (a) of the Financial Regulations ; future disposal of the building now occupied by the Secretariat ; increase in the League contribution to the Nansen International Office for 1936 ; supplementary credit for the construction of the new League building ; reduction of contributions of States Members for 1936 ; supplementary credits ; and the creation of a reserve fund.

It decides therefore to amend Article 22 of the Regulations for the Financial Administration of the League of Nations to read as follows:

"1. States non-Members of the League which have been admitted members of any organisations of the League shall contribute towards the expenses of the organisation concerned in the proportion in which they would contribute to such expenses if they were Members of the League.

"The contributions of States not Members of the League, which shall be calculated on the total outlay of the organisations to which they have been admitted members, shall be applied exclusively to the expenses of such organisations.

"2. The amounts receivable in accordance with paragraph 1 shall be shown separately in the budget; they shall be entered as revenue in the budget for the financial year for which they have been fixed, and shall be applied to reduce the sums to be contributed by the Members of the League. They shall be collected by the autonomous organisations themselves, which shall, in so doing, be guided by the rules laid down in Article 21; the competent officials shall supply the Secretary-General with the necessary information as to the results obtained.

"3. The provisions of the first clause of paragraph 1 shall not apply to the case of a State not a Member of the League which accepts an invitation to participate in the work of a League organisation without any condition as to contributing to the expenses of the organisation.

"4. The amounts receivable in accordance with paragraph 3 shall, when received, be applied to reduce the total sum chargeable for the following year to the Members of the League. The Secretary-General shall secure that the amounts referred to in the previous clause are collected."

And to complete Article 23 by the addition of the following paragraph (I) a:

"The same shall apply to the contribution payable to the expenses of the Permanent Court of International Justice, under Article 35, paragraph 3, of the Statute of the Court, by States which are parties to disputes before the Court and are not Members of the League of Nations."

4. The Assembly:

Takes note of the report of the Administrative Board of the Staff Pensions Fund for the year 1935;

Takes note of the report of the Consulting Actuary on the second valuation of the Fund;

Decides that, for the time being, the Fund shall be valued annually by the Consulting Actuary;

Decides to amend as follows the last passage of Article 1, paragraph 1, of the Staff Pensions Regulations:

"... and after a medical examination showing that the official is in good health at the time of his appointment, that he is free from any defect or disease likely to interfere with the proper discharge of his duties, and that there is no record of disease in his past medical history or clearly marked predisposition to any disease likely to cause premature invalidity or death";

Adopts the accounts of the Fund as submitted by the Auditor;

And decides, having regard to Article 7, paragraph (a), of the Staff Pensions Regulations, that the contribution of the League to the Pensions Fund for 1936 shall be 9% of the pensionable emoluments of the members of the Fund.

5. The Assembly appoints to the Supervisory Commission, for the period ending December 31st, 1938:

As a regular member, M. C. PARRA-PÉREZ;

As substitute members, M. Georges DE OTTLIK and M. Jan MODZELEWSKI.

6. The Assembly appoints to the Administrative Board of the Staff Pensions Fund, for the period ending December 31st, 1936:

As a regular member, Mr. Francis T. CREMINS;

As substitute member, M. C. VAN RAPPARD.

7. The Assembly adopts the present report of the Fourth Committee.

2. CONTRIBUTIONS IN ARREAR.

The Assembly:

Adopts the two reports of the Special Committee on Contributions in Arrear as approved by the Fourth Committee;

Notes with satisfaction that, as a result of the work of the Special Committee, settlements have been reached with certain States for the payment of their arrears;

Invites the Special Committee as at present constituted* to continue its tasks and to present a report to the Assembly at its seventeenth session.

* M. C. J. HAMBRO (Norway), Count CARTON DE WIART (Belgium), Sir Frederick PHILLIPS (United Kingdom), M. Stefan OSUSKÝ (Czechoslovakia), M. César ZUMETA (Venezuela).

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VOL. XV., No. 10.

OCTOBER, 1935.

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THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

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I.—SUMMARY OF THE MONTH.

October, 1935.

During the month of October the Italo-Ethiopian dispute again called for the urgent attention of the Council and of the Assembly.

On October 2nd the Emperor of Ethiopia informed the Council that Italian troops had violated the Ethiopian frontier to the south of Mount Mussa-Alli near French Somaliland. On the following day the Italian Government

replied that the warlike and aggressive spirit in Ethiopia had succeeded in imposing war against Italy, and that the Italian Government had been obliged to authorise the High Command in Eritrea to take the necessary measures of defence. The same day the Ethiopian Government informed the Council that Italian military aeroplanes had bombarded Adowa

and Adigrat, that a battle was taking place in the province of Agame, and that these events occurring on Ethiopian territory involved a violation of the Covenant by Italian aggression.

Thereupon a Committee consisting of representatives of all Members of the Council except the parties drew up the report referred to in paragraph 4 of Article 15 of the Covenant and recommended that any violation of the Covenant should be brought to an end. On October 5th the Council, after hearing the parties, instructed a Committee of Six to examine the situation. This Committee reached the conclusion that the Italian Government had resorted to war in disregard of its obligations under Article 12 of the Covenant, which conclusion the Council adopted on October 7th.

The Assembly, which had adjourned on September 28th, met again on October 9th. The delegates of fifty States out of fifty-four countries represented in the Assembly agreed with the Council that Italy had had recourse to war contrary to her engagements under the Covenant. Having regard to the obligations incumbent on Members of the League under Article 16, and the desirability of co-ordinating the measures which each proposed to take, the Assembly decided to set up a Committee consisting of one delegate for each State, with the exception of the parties; it then again adjourned.

The Co-ordination Committee met on October 11th and appointed a smaller Committee of Eighteen which drafted five proposals involving measures for the application of Article 16. The first related to the embargo on the export of

arms to Italy. By the second, all loans or credits to Italy were to be withheld. The third concerned the prohibition of the import of Italian goods. The fourth was for the prohibition of the export of certain key products to Italy. The fifth had reference to the organisation of mutual support between Members of the League in the application of the economic and financial measures.

On October 31st fifty Governments had announced that they would put into force Proposal I. On the same date forty-nine Governments declared their intention to apply Proposal II., forty-eight Governments Proposals III. and IV., and thirty-eight Proposal V.

* * *

On October 21st Germany, which had, two years previously, given notice of withdrawal in accordance with Article 1, paragraph 3, of the Covenant, ceased to be a Member of the League

* * *

The death of Mr. Arthur Henderson was a sad loss for the League. He was President of the Disarmament Conference and a devoted friend of the League, and had played a very important part in the organisation of peace.

* * *

The Buenos Ayres Peace Conference decided that an international commission should be set up to determine the responsibilities for the war in the Chaco.

* * *

The Health Committee reviewed the past year's work of the Health Organisation and approved its programme for the coming year

II.—POLITICAL QUESTIONS.

I. DISPUTE BETWEEN ETHIOPIA AND ITALY.

(a) *Action in the Council and the Assembly.*

On October 2nd, the Emperor of Ethiopia informed the Council that Italian troops had violated the Ethiopian frontier in the region south of Mount Mussa-Alli, near the frontier of French Somaliland.

On October 3rd, the Italian Government, to which the above communication had been immediately forwarded, replied that no military movement of Italian detachments had taken place in this region, where, as a matter of fact, the frontier had not yet been delimited.

On October 3rd, the Italian Government informed the Council that "the warlike and aggressive spirit in Ethiopia had succeeded in

imposing war against Italy" and had found its latest and complete expression in the order for general mobilisation announced by the Emperor on September 28th.* That order represented a direct and immediate threat to the Italian troops with the aggravating circumstance of the creation of a neutral zone which, in reality, was only a strategic movement intended to facilitate the assembly and the aggressive preparation of the Ethiopian troops. As a result of the general mobilisation, the continual and sanguinary aggression to which Italy had been subjected in the last ten years manifestly involved grave and immediate dangers against which it was essential, for

* See Monthly Summary, Vol. XV., No. 9, page 200.

elementary reasons of security, to take action without delay. Confronted by this situation, the Italian Government found itself obliged to authorise the High Command in Eritrea to take the necessary measures of defence.

The same day, the Ethiopian Government informed the Council that Italian military aeroplanes had bombarded Adowa and Adigrat, and that a battle was taking place in the province of Agame. It added that these facts, occurring on Ethiopian territory, involved a violation of the frontiers of the Empire and a breach of the Covenant by Italian aggression.

On receipt of these communications, the President of the Council summoned that body for October 5th.

Meanwhile the Committee presided over by M. de Madariaga * and consisting of representatives of all members of the Council with the exception of the Parties, drew up the report referred to in Article 15, paragraph 4, of the Covenant.

In this document the Committee retraced the history and circumstances of the dispute, enumerating and analysing the various treaties concluded with or in regard to Ethiopia since 1896. The report then mentioned the circumstances in which Ethiopia had, in 1923, been admitted to the League of Nations, and concluded :

Ethiopia has been admitted into the League of Nations and thus enjoys the rights and is bound by the obligations of Members of the League. Ethiopia is a party to the General Pact for the Renunciation of War, signed at Paris on August 27th, 1928. As from September 18th, 1934, she renewed for two years her acceptance of the Optional Clause of the Statute of the Permanent Court of International Justice. The Covenant of the League of Nations, the Pact of Paris, the Italo-Ethiopian Treaty of Amity, Conciliation and Arbitration of August 2nd, 1928, conceived in the same spirit as these two Pacts, and the Optional Clause of the Statute of the Permanent Court of International Justice are, for Ethiopia and for Italy, solemn undertakings which exclude resort to arms for the settlement of disputes between these two countries.

With regard to the special undertakings subscribed to by Ethiopia on her entry into the League of Nations, it should be noted that, in accordance with the terms of the declaration she signed, " the fulfilment of these obligations is, she recognises, a matter in which the League of Nations is concerned," and that, while other countries retain the right to draw the

Council's attention to a violation of Ethiopia's special undertakings, the Council alone is competent to examine the matter and make recommendations to the Ethiopian Government.

* * *

The Memorandum handed in by the Italian Government on September 4th last sets out complaints against Ethiopia which may be grouped under the three following headings : insecurity of the frontiers ; non-fulfilment of the obligations contracted by the Empire on its entry into the League of Nations (slavery, traffic in arms) ; disturbed internal situation which precluded the fulfilment of the terms of the treaties concerning the status of foreigners and makes it impossible to satisfy the economic interests of Italy.

According to the preliminary observations submitted on September 14th by the Ethiopian delegation, it would be necessary to subject to a searching and impartial enquiry the facts invoked by the Italian Government and the accompanying explanations and commentaries. The events which have taken place while this report was being drafted by the Committee make it impossible for the Council now to consider the possibility of such an enquiry. The Council is, however, in a position to establish a certain number of points in connection with the complaints of the Italian Government.

As regards the insecurity of the frontiers of Ethiopia, the Council can refer to the evidence of the two other European Powers which, like Italy, possess territories contiguous with Ethiopia. On the frontiers of these territories, there have also occurred raids and incidents affecting the interests of these Powers. They have settled these incidents by diplomatic methods. They have taken account of the fact that, in the present condition of Ethiopia and Ethiopian administration, the almost total absence of communications, and the great difficulty of ensuring the application by the subordinate provincial authorities of the policy of the Central Government at Addis Ababa had prevented the Emperor, in spite of his sincerest intentions, from carrying out the necessary reforms by his own unaided efforts. These incidents and raids along the frontiers of Ethiopia were not in the nature of an aggression sought for or encouraged by the Central Government.

Of the three Governments of the contiguous Powers, none has at any time laid any of these incidents before the Council.

As regards the non-observance of the obligations assumed by Ethiopia when she entered

* See Monthly Summary, Vol. XV., No. 9, page 198.

the League, the reports of the competent organs of the League on the subject of slavery show that comparatively little real progress has been made in the direction of its abolition, although the Emperor has done all that lay in his power.

With reference to the arms traffic, Ethiopia, as mentioned above, concluded in 1930 a treaty with France, the United Kingdom and Italy. Although the application of that treaty has given rise to complaints on the part of those three Powers, there is no reason to believe that the Ethiopian Government deliberately or systematically violated its essential provisions.

As to the internal state of Ethiopia, the Governments which, in 1923, supported Ethiopia's request for admission to the League were aware of the internal situation of the Empire at that time. The Minutes of the Sixth Committee of the Assembly show that those Governments considered that the entry of Ethiopia into the League would not only afford her a further guarantee for the maintenance of her territorial integrity and independence, but would help her to reach a higher level of civilisation. There does not appear to be more disorder and insecurity in Ethiopia to-day than was the case in 1923. On the contrary, the country is better organised and the central authority is better obeyed.

Whatever may have been its grievances against Ethiopia, the Italian Government had not, previously to September 4th last, submitted them to the organs of the League. Had they been laid before it, the Council would certainly have endeavoured to remedy the situation. Moreover, after the entry into force of the Italo-Ethiopian Treaty of August 2nd, 1928, Italy could, if she preferred it, have recourse for all litigious questions to the procedure of conciliation and arbitration, provided for in Article 5 of that Treaty. At the request of Ethiopia, that procedure was applied for the settlement of the Walwal affair. Italy, declaring at the outset that she was the victim of an aggression, demanded apologies and compensation without any previous enquiry. She agreed later that the procedure of arbitration should follow its course.

The appropriate method of helping the Ethiopian Government to make more rapid progress in the matter of internal reforms is to co-operate with it and assist it, so that it may be in a position resolutely to embark upon the constructive action required, not only to improve the lot of the Ethiopian people and to develop the natural resources of the country, but also to enable the Empire to live in harmony with its neighbours. This the Ethiopian

Government itself realises. At the plenary meeting of the Assembly on September 11th, 1935, its delegate requested the co-operation of the League with a view to raising the economic, financial and political level of the Empire. As mentioned above, this request was taken into consideration by the Committee of Five in drawing up its scheme of assistance to Ethiopia.

The suggestions of the Committee of Five were accepted, in principle, by the Ethiopian Government. If they were rejected by the Italian Government, it was "inasmuch as they did not offer a minimum basis sufficient for conclusive realisation which would finally and effectively take into account the rights and the vital interests of Italy." In his oral observations, the Italian representative complained that the Committee of Five had completely neglected "the Italian reasons based on treaties, historical facts, the defence of the Italian colonies and Italy's mission in Africa." The Committee of Five, he added, should have taken account of "the peculiar situation of Italy in Ethiopia in consequence of the Tripartite Treaty of 1906 and the previous agreements which form an integral part thereof. . . . It ought to have considered the territorial rights granted to Italy by Article 4, paragraph (b), of the Tripartite Treaty—i.e., the right to a junction between the Italian colonies of Eritrea and Somaliland to the west of Addis Ababa." Moreover, "the different peoples which are subject to the tyranny of Abyssinia and live on the frontiers of the country under inhuman conditions" should have been rescued therefrom.

The Committee of Five's plan had necessarily to be based upon the principles of the Covenant, of the Pact of Paris and also of the treaties which Italy had concluded with Ethiopia, more particularly the Treaty of Amity of 1928. Any solution of the problem of Italo-Ethiopian relations had to be founded on the respect due to the independence, territorial integrity and security of all the States Members of the League.

The Italian memorandum was laid on the Council table on September 4th, 1935, whereas Ethiopia's first appeal to the Council had been made on December 14th, 1934. In the interval between these two dates, the Italian Government opposed the consideration of the question by the Council on the ground that the only appropriate procedure was that provided for in the Italo-Ethiopian Treaty of 1928. Throughout the whole of that period, moreover, the despatch of Italian troops to East Africa was

proceeding. These shipments of troops were represented to the Council by the Italian Government as necessary for the defence of its colonies menaced by Ethiopia's military preparations. Ethiopia, on the contrary, drew attention to the official pronouncements made in Italy which, in its opinion, left no doubt "as to the hostile intentions of the Italian Government."

From the outset of the dispute, the Ethiopian Government has sought a settlement by peaceful means. It has appealed to the procedures of the Covenant. The Italian Government, desiring to keep strictly to the procedure of the Italo-Ethiopian Treaty of 1928, the Ethiopian Government assented; it invariably stated that it would faithfully carry out the arbitral award, even if the decision went against it. It agreed that the question of the ownership of Walwal should not be dealt with by the arbitrators, because the Italian Government would not agree to such a course. It asked the Council to despatch neutral observers and offered to give all facilities for any enquiries upon which the Council might decide.

Once the Walwal dispute had been settled by arbitration, however, the Italian Government submitted its detailed Memorandum to the Council in support of its claim to liberty of action. It asserted that a case like that of Ethiopia cannot be dealt with by the means provided by the Covenant.

It stated that, "since this question affects vital interests and is of primary importance to Italian security and civilisation," it "would be failing in its most elementary duty, did it not cease once and for all to place any confidence in Ethiopia, reserving full liberty to adopt any measures that may become necessary to ensure the safety of its colonies and to safeguard its own interests."

Such are the circumstances in which hostilities have broken out between Ethiopia and Italy.

Having thus stated the facts of the dispute, the Council should now, in accordance with Article 15 of the Covenant, make known "the recommendations which are deemed just and proper in regard thereto."

The facts brought to its knowledge since its last meeting by the two parties make it first and foremost the urgent duty of the Council to draw attention to the obligation of conforming to the provisions of the Covenant. For the time being, the only recommendation which it makes is that any violation of the Covenant should immediately be brought to an end.

The Council reserves the right to make subsequently such other recommendations as it may consider advisable.

The discussion of the report by the Council began on October 5th.

Baron Aloisi (Italy) regretted that the Council had not given the Italian Government's Memorandum of September 4th and the declarations accompanying it all the attention they deserved. The Italian Government appreciated the Council's efforts, but did not comprehend the reasons for which it did not see fit, before attempting conciliation, to make a realistic investigation of conditions in Ethiopia. Italy had for several years been a victim of Ethiopian aggression. That country had not been viewed as she really was, that is to say, a State in which a dangerous situation existed, in consequence of the anarchical conditions there prevailing. She had been regarded as if she were a unified State, whereas the greater part of her territory consisted of recently-conquered colonies.

Baron Aloisi emphasised that the aggressive character of Ethiopian mobilisation had been proclaimed by the Emperor himself. After that mobilisation, Italy could not await the attack of over a million armed men; the operations of the Italian troops were therefore quite legitimate, even within the framework of the Covenant. The alleged withdrawal of Ethiopian troops over 30 kilometres served to hide the real purpose, which was mobilisation. If the fact had been taken as a starting-point that Ethiopia was unworthy to belong to the League, that country would never have dared to order a general mobilisation against Italy.

The Italian representative concluded by saying that so long as the various factors that had led Ethiopia to take up an aggressive attitude towards Italy were not removed, no equitable solution could be found for the dispute.

M. Tecle Hawariate (Ethiopia) observed that a Member of the League was resorting to war in violation of undertakings given in Articles 12, 13 and 15 of the Covenant; his Government therefore appealed before the Council to the provisions of Article 16. His Government had always endeavoured to do its utmost to further the repeated efforts of the Council and of the Assembly for the maintenance of peace. For over six months, Italy had not ceased to send large quantities of troops, arms and implements of war, thus preparing for the aggression which she had resolved to launch when the rainy season was over. In spite of this threat, Ethiopia had delayed the general mobilisation

of her forces until the last moment. The Italian Government had sent its troops across the Ethiopian frontier and bombarded defenceless towns and inhabited areas without justification. He concluded by asking the Council to state that this resort to war by Italy had *ipso facto* brought about the consequences laid down in Article 16, paragraph 1, of the Covenant.

On the President's proposal, the Council instructed a Committee of six members, the representatives of the United Kingdom, Chile,* Denmark, France, Portugal and Rumania, to report upon the situation. This Committee, which was presided over by M. Monteiro (Portugal), met on October 5th and 6th, and adopted a report which was laid before the Council on the 7th. The full text will be found as a supplement.† It ended as follows:

"After an examination of the facts stated above, the Council has come to the conclusion that the Italian Government has resorted to war in disregard of its covenants under Article 12 of the Covenant of the League of Nations."

On October 7th, after hearing the statements of the parties, the Council took a vote on the report of the Committee of Thirteen. All members, except the parties, were in favour of adopting the report. The Ethiopian representative voted for and the Italian representative against. In these circumstances, the report, as provided in paragraph 6 of Article 15, was unanimously adopted.

The Council then considered the report of the Committee of Six.

The Italian representative, Baron Aloisi, protested against the fact that this report was discussed without his having had time to consult his Government in regard to it. He asked that the sitting might be adjourned till the next morning.

The President replied that, five days after the opening of hostilities, the establishment of the existence of a state of war in relation to the obligations of the Covenant, compelled the Members of the Council to face their responsibilities. He noted the protest of the Italian representative and declared that Members of the Council would be called upon the same day to state their views as to the conclusions of the Council Committee, and that the Council would hear the Italian representative, should he so desire, at another meeting.

The Members of the Council other than the parties were consulted by roll call, and declared themselves in agreement with the conclusions of the report.

Baron Aloisi declared that he could not accept these conclusions, with which, on the other hand, the Ethiopian representative announced his agreement.

The President then took note that the fourteen Members of the League of Nations represented on the Council considered that they were faced by a war begun in disregard of the obligations contained in Article 12 of the Covenant. Accordingly, the report of the Council Committee and the Minutes of the meeting would be sent to all Members of the League; for the fulfilment of their duties under Article 16 was required by the express terms of the Covenant, and they could not neglect them without a breach of their treaty obligations. As regards the duty of co-ordination which the Council had now to assume, the President of the Assembly had announced that he was summoning that body for the 9th. His colleagues would doubtless feel it desirable to associate the Assembly with their task. In pursuit of that suggestion, it was decided that the Council Committee's report and the Minutes of the meeting should be communicated to the President of the Assembly.

On October 9th, the Assembly, which had adjourned on September 28th,‡ met again.

The President, M. Benes, took note of the communication from the President of the Council, forwarding to the Assembly the above-mentioned documents, and declared that after consulting the General Committee of the Assembly, he had to recommend that the question raised by the President of the Council should be placed on the Assembly's agenda. The Assembly unanimously agreed and decided, also unanimously, to take up the matter at once.

The President emphasized the fact that the Assembly was not taking the place of the Council. It was not resuming the examination of the question under Article 15. Its Members would merely have an opportunity of stating their position with regard to what had taken place in the Council on October 7th. It was for each Government individually to make known its assent or its opposition to the declarations made at the Council's meeting by fourteen Members of the League represented on that body.

He added that he would not take a vote, but

* The Chilean representative, not having received instructions from his Government in sufficient time, did not attend the Committee.

† See supplement, page 272.

‡ See Monthly Summary, Vol. XV., No. 9, page 192.

that after hearing those who desired to express a contrary view or to announce their abstention or their reservations, he would interpret the silence of the others as an assent of their government to the views of the fourteen Members of the Council. After this consultation, the Assembly would have to take certain decisions, for instance in regard to setting up a co-ordinating body.

The Austrian representative, M. Pflügl, after reasserting Austria's attachment to the principles of the League, declared that his country could not forget that, at a fateful moment in her history, Italy had helped to safeguard the integrity of a Member of the League. Austria's economic situation was an exceptional one, and she would not be disloyal to a friendship destined to last into the future. His Government was therefore unable to associate itself with the conclusions reached by other Members of the League.

The Hungarian representative, M. de Velics, after referring to the age-long friendship between his country and Italy, asked whether the League, which was an instrument for peace, had, in the present case, really used and exhausted all possible methods. His country was, from the point of view of economic sanctions, in a special position and was unable to associate itself with the conclusions of the fourteen Members of the League.

On October 10th, the discussion was continued. The Italian representative, Baron Aloisi, made every reservation with regard to the procedure and regretted that the Italian Government's memorandum of September 4th, in which were set out not only the Italian complaints against Ethiopia, but also the legal and political situation of that country in relation to the League, had remained a dead letter. He complained that the Council had refused the Italian delegation an opportunity of explaining its reasons in due time on the events that had occurred after October 3rd. In the Sino-Japanese dispute, the Council and the Assembly were unwilling to give "even the appearance of precipitancy."

Dealing with the political side of the question, Baron Aloisi alluded to Italy's collaboration with the League. Ethiopia, on the contrary, had not only failed in its undertakings towards Italy, but also in its obligations towards the League. The Italian Memorandum had shown that Ethiopia did not fulfil the conditions required by Article 1 for membership of the League, whose duty it was to take note of the fact that that country consisted of two regions quite distinct geographi-

cally and politically. The League imposed on civilised States limitations of sovereignty in connection with the rights of minorities; but, where Ethiopia was concerned, it had been blind to such facts as the maintenance of slavery, the mutilation of children and prisoners of war and the systematic destruction of subjugated populations.

The Committee of Five itself had implicitly recognised, by its suggestions, that Ethiopia did not fulfil the conditions necessary for remaining a Member of the League. Why had not the League accordingly made use of the right of expulsion provided by Article 16, paragraph 4, and why had account not been taken of the fact that the Covenant itself provided an effective method of assisting peoples that were unable to guide themselves.

Italy, being unable to count on the League, had been forced to trust for her safety solely to her own resources. The mobilisation recently decided on by Ethiopia rendered that State's aggression an immediate danger and had compelled Italy to adopt adequate military measures.

After stating that Italy relied on three essential Articles of the Covenant—Articles 1, 23 and 16, paragraph 4—he denied that Italy's action was in contradiction with the Pact of Paris.

As regards Italy's legal and political rights, he referred to the fact that her preponderating interest in Ethiopia had been recognized by treaties with the other neighbouring Powers. These treaties had been confirmed by the Italo-British agreement of 1925, which was subsequent to the constitution of the League and to Ethiopia's admission thereto. This was not the first time that the League had recognized a breach of the Covenant. Why, in the Sino-Japanese conflict and in the Chaco affair, had there been no talk of sanctions? To do away with war, it must be replaced; for history did not stand still. If the League were to do so, history would pursue its way, which was the way of life. Italy was convinced that she interpreted the true spirit of the League, and was proud to show the League the path that it must follow to become a living and effective force. That path was marked by two principles: (1) to set aside the policy of two weights and two measures; (2) to harmonise the Covenant as a whole, the part which relates to evolution with the part which relates to conservation. Caught as she was in the tide of her full spiritual and material development, but confined within territorial limits that were stifling her, Italy must make her voice

heard in this Assembly, as the voice of the proletariat calling for justice.

After declarations by the representatives of France, the United Kingdom, Switzerland, U.S.S.R., Haiti, Mexico, Chile, Venezuela, the Little Entente, Uruguay, the Balkan Entente, Ecuador, Peru and Bolivia, expressing agreement with the findings of the fourteen Members of the Council, the Ethiopian representative, M. Teclé Hawariate, said that his Government was engaged in operations of legitimate defence. But it was ready to conclude an honourable peace. As the victim of an unjust war, it was, however, resolved to defend its independence and its integrity and would never yield to force or accept any condition that offered a premium to the aggressor.

On the proposal of the General Committee, the Assembly, taking into consideration the obligations which rested upon Members in virtue of Article 16 of the Covenant, and the desirability of co-ordinating the measures which they might severally contemplate, recommended that Members of the League other than the parties should form a committee consisting of one delegate, assisted by experts, for each Member, to consider and facilitate the co-ordination of such measures and, if necessary, draw the attention of the Council or the Assembly to the situations requiring to be examined by them. This recommendation was voted unanimously, save for the contrary vote of Italy and the abstentions of the Austrian and Hungarian representatives.

On October 11th, after a speech by the Albanian representative saying that "in view of its political relations with Italy, the Albanian Government could not endorse the decision to apply sanctions against that country, the Assembly again adjourned.

Before closing the meeting, the President, M. Benes, referred to the circumstances in which the Council and the Assembly had reached their findings. All the Members of the League, without exception, had been able to become acquainted with the documents relating to the dispute. The Memorandum by the Italian Government had been studied by the Council and, in particular, by a Committee of five members of that body, who had been requested to seek for a pacific settlement; it was also communicated to all the Members of the League. A Sub-Committee consisting of the representatives of the Members of the Council belonging to the Committee of Five had further been instructed to extract from it the points regarding the situation which it was desired to remedy.

The Committee of Five made suggestions to the Ethiopian and Italian Governments. The preparation of these suggestions was facilitated by the fact that the first delegate of Ethiopia had applied for the help of the League, with a view to certain reforms desired by the Ethiopian Government itself. The Committee had endeavoured to take the fullest possible account of the grievances set out in the Italian Memorandum. It was not called upon to express an opinion on these grievances; but it had taken note of the facts, with a view to preparing the proposals which it was called upon to submit simultaneously to both parties.

After the failure of the conciliatory efforts of the Committee of Five, the Memorandum had been examined by the members of the Committee of Thirteen appointed to draft the report under Article 15, paragraph 4, of the Covenant. Several paragraphs of that report referred to it and to the scope of the grievances therein mentioned. Those grievances were examined in the light of the documentary material already in the possession of the League (in particular, the reports of the Slavery Committee) and of information supplied by the delegations of France and the United Kingdom, the other two Powers adjacent to Ethiopia.

In the Assembly, of the fifty-four Members present, fifty States had expressed an opinion in accordance with the report of the Council Committee concerning events in Ethiopia, which report had been approved by the fourteen Members of the Council and declared that there had been a recourse to war contrary to Article 12 of the Covenant. Three Members of the Assembly had expressed a contrary view, and a fourth had spoken against the application of sanctions. With regard to the co-ordination of the measures to be taken under Article 16, which question was brought up in the Assembly by the fact that the President of the Council had transmitted to the President of the Assembly the Minutes of the Council's meeting of October 7th, 1935, the Assembly recommended that the States Members of the League, acting severally—without the parties to the dispute—should set up a Committee of Co-ordination; that Committee had just met for the first time. M. Benes emphasised that the whole Assembly desired the rapid restoration of peace. As the President of the Council pointed out on October 7th, Article 11 of the Covenant stipulates that even in case of war the Council must take any action that may be deemed wise and effectual to safeguard the peace of nations. The Council had conse-

quently stated that it would remain at the disposal of the parties, in order to aid them in establishing the conditions under which hostilities might be brought to an end. The Assembly could only hope that this statement would be accepted by the two parties in the spirit in which it was made by the Council—that is to say, in a spirit of collaboration.

In conclusion, M. Benes said that he would keep in touch with the President of the Council and with the Secretary-General, in order to take the appropriate steps, should it be necessary, to summon the Assembly again.

(b) *Co-ordination of Sanctions.*

On the day the Assembly separated, October 11th, the Committee for the Co-ordination of Measures to be taken under Article 16 of the Covenant met; with M. de Vasconcellos (Portugal) in the chair. Forty-nine States, excluding the parties to the dispute, were represented.

The Committee decided to appoint a smaller committee for making proposals.

This Committee consisted of representatives of the following States: South Africa, Argentine, Belgium, United Kingdom, Canada, France, Greece, Mexico, Netherlands, Poland, Portugal, Rumania, Spain, Sweden, Switzerland, Turkey, U.S.S.R. and Yugoslavia. It was named the "Committee of Eighteen," and its first proposal was for the prohibition without delay by States Members of the export of arms, ammunition and implements of war to Italy and the withdrawal of any measures that might have been taken to prohibit or restrict such exportation to Ethiopia. This proposal was accepted the same day by the Co-ordination Committee and forwarded to States, with the request that they would mention what steps they were in a position to take.

The Committee of Eighteen then made a proposal on the financial measures to be taken in application of Article 16 of the Covenant. This proposal was adopted by the Co-ordination Committee on October 14th and sent at once to Governments. It related to the adoption by States Members of provisions rendering impossible: all loans to or for the Italian Government, subscriptions to loans, banking or other credits, issues of shares or other capital flotations for the Italian Government or any public authority, person or corporation in Italian territory.

During the discussion, the Committee recognised that certain humanitarian payments, for instance to the Italian Red Cross or to religious institutions, did not fall within the financial measures in question.

Certain delegates having pointed out that the application of some of the sanctions might involve their countries in constitutional difficulties, the Committee agreed that Governments should be asked to put into force, without delay, such of the proposed measures as were capable of being applied without further legislation, and to take all practical steps to ensure the application of the proposed financial measures, beginning on October 31st.

The Committee of Eighteen then dealt with the economic sanctions and with the measures for the execution of paragraph 3 of Article 16, which relates to mutual support between States in carrying out sanctions. With the aid of two sub-committees, it drafted three proposals for the prohibition of importation of Italian goods, the embargo on certain exports to Italy and the organisation of mutual support.

The purpose of the prohibition of imports and exports is to deprive Italy both of financial resources derived from the sale of her goods and also of certain raw materials or manufactured articles indispensable for the pursuit of the war. In preparing a first list of these articles—which may be added to later—the Committee considered the question whether States Members of the League were in a position to exercise sufficient control on production as a whole for the embargo to be truly effective. Thus, it omitted from the first list certain commodities which Italy seemed able to obtain in sufficient quantities from countries not joining in the sanctions.

The question of applying sanctions led the Committee of Eighteen to consider the organisation of mutual support. Their application will involve for States participating, certain inconveniences or sacrifices, which will in some cases be more burdensome than in others. The States most affected should in such cases receive support from more favoured States, to compensate for losses sustained.

For the purpose of deciding which countries are, in fact, most affected, and of determining the extent of Italian imports to certain countries and the possibility of an embargo on certain goods destined for Italy, the Committee of Eighteen caused statistics to be prepared as a foundation for its work.

On October 19th, the Co-ordination Committee adopted the economic and financial proposals presented to it. Certain delegates then made observations or reservations; among these was the delegate of Switzerland. But of the forty-nine Members of the Co-ordination Committee, three only abstained on the vote, namely: Albania, Austria and Hungary.

* * *

The Co-ordination Committee's proposals were communicated to States Members and non-Members of the League. The latter also were asked to give their views on the subject.

The measures proposed for the application of economic and financial sanctions under Article 16 of the Covenant and for organising the mutual support provided for in that Article, may be summed up as follows :—

Proposal I.

Governments are asked :

(a) To annul the measures which they are enforcing at the moment to prohibit or restrict the exportation, re-exportation or transit of arms, munitions and implements of war to Ethiopia ;

(b) To prohibit immediately the exportation, re-exportation or transit of these articles to Italy or Italian possessions ;

(c) To take steps as may be necessary to secure that such articles, if exported to countries other than Italy, will not be re-exported directly or indirectly to Italy or to Italian possessions ;

(d) The measures provided for in the two preceding paragraphs are to apply to contracts in process of execution.

The articles considered as arms, ammunition and implements of war are contained in a list which includes the following :

Rifles and carbines.

Machine-guns, automatic rifles and machine pistols.

Guns, howitzers and mortars.

Ammunition for these arms.

Grenades, bombs, torpedoes and mines.

Tanks, armoured vehicles and armoured trains, armour-plate of all kinds.

Vessels of war of all kinds, including aircraft-carriers and submarines.

Aircraft, assembled or dismantled, both heavier and lighter than air, and their propellers or air-screws, fuselages, aerial gun-mounts and frames, hulls, tail units and under-carriage units.

Aircraft-engines.

Revolvers and automatic pistols of a weight in excess of 1 lb. 6 oz. (630 grammes) and ammunition therefor.

Flame-throwers and all other projectors used for chemical or incendiary warfare.

Powder for war purposes, and explosives.

Proposal II.

The Governments of the Members of the League of Nations are asked to take all measures necessary to render impossible the following operations :

(1) All loans to or for the Italian Government and all subscriptions to loans issued in Italy or elsewhere by or for the Italian Government ;

(2) All banking or other credits to or for the Italian Government and any further execution by advance, overdraft or otherwise of existing contracts to lend directly or indirectly to the Italian Government ;

(3) All loans to or for any public authority, person or corporation in Italian territory and all subscriptions to such loans issued in Italy or elsewhere ;

(4) All banking or other credits to or for any public authority, person or corporation in Italian territory and any further execution by advance, overdraft or otherwise of existing contracts to lend directly or indirectly to such authority, person or corporation ;

(5) All issues of shares or other capital flotations for any public authority, person or corporation in Italian territory and all subscriptions to such issues of shares or capital flotations in Italy or elsewhere ;

(6) The Governments will take all measures necessary to render impossible the transactions mentioned in paragraphs (1) to (5), whether effected directly or through intermediaries of whatsoever nationality.

These measures should come into operation at once if the law of the country allows. If not, Governments should take the steps necessary to bring them into force on October 31st.

Proposal III.

(1) States Members of the League of Nations are asked to prohibit the importation into their territories of all goods (other than gold or silver bullion and coin) consigned from or grown, produced or manufactured in Italy or Italian possessions, from whatever place arriving ;

(2) Goods grown or produced in Italy or Italian possessions which have been subjected to some process in another country, and goods manufactured partly in Italy or Italian possessions and partly in another country will be considered as falling within the scope of the prohibition unless 25 per cent. or more of the value of the goods at the time when they left the place from which they were last consigned is attributable to processes undergone since the goods last left Italy or Italian possessions ;

(3) Goods the subject of existing contracts will not be excepted from the prohibition ;

(4) Goods *en route* at the time of imposition of the prohibition will be excepted from its operation. In giving effect to this provision,

Governments may, for convenience of administration, fix an appropriate date, having regard to the normal time necessary for transport from Italy, after which goods will become subject to the prohibition ;

(5) Personal belongings of travellers from Italy or Italian possessions may also be excepted from its operation.

Proposal IV.

(1) The Governments of the Members of the League of Nations will extend the embargo on exports to Italy, as provided in paragraph (2) of Proposal I., to the following articles :

(a) Horses, mules, donkeys, camels and all other transport animals ;

(b) Rubber ;

(c) Bauxite, aluminium and alumina (aluminium-oxide), iron-ore and scrap-iron ;

Chromium, manganese, nickel, titanium, tungsten, vanadium, their ores and ferro-alloys (and also ferro-molybdenum, ferro-silicon, ferro-silico-manganese and ferro-silico-manganese-aluminium) ;

Tin and tin-ore.

(2) The Governments of the Members of the League of Nations will take such steps as may be necessary to secure that the articles mentioned above exported to countries other than Italy or Italian possessions will not be re-exported directly or indirectly to Italy or to Italian possessions ;

(3) The measures provided for in paragraphs (1) and (2) above are to apply to contracts in course of execution ;

(4) Goods *en route* at the time of imposition of the prohibition will be excepted from its operation.

Proposal V.

With a view to carrying out paragraph 3 of Article 16 of the Covenant, according to which the Members of the League undertake mutually to support one another in the application of the economic and financial measures, Governments will :

(a) Adopt immediately measures to assure that no action taken as a result of Article 16 will deprive any country applying sanctions of such advantages as the commercial agreements concluded by the participating States with Italy afforded it through the operation of the most-favoured-nation clause ;

(b) Take appropriate steps with a view to replacing, within the limits of the requirements of their respective countries, imports from Italy by the import of similar products from the participating States ;

(c) Be willing, after the application of economic sanctions, to enter into negotiations with any participating country which has sustained a loss with a view to increasing the sale of goods so as to offset any loss of Italian markets which the application of sanctions may have involved ;

(d) In cases in which they have suffered no loss in respect of any given commodity, abstain from demanding the application of any most-favoured-nation clause in the case of any privileges granted under paragraphs (b) and (c) in respect of that commodity.

Governments will also study the possibility of adopting the following measures :

(1) The increase by all appropriate measures of their imports in favour of such countries as may have suffered loss of Italian markets on account of the application of sanctions ;

(2) In order to facilitate this increase, the taking into consideration of the obligations of mutual support and of the advantages which the trade of certain States Members of the League of Nations, not participating in the sanctions, would obtain from the application of these sanctions, in order to reduce by every appropriate means and to an equitable degree imports coming from these countries ;

(3) The promotion, by all means in their power, of business relations between firms interested in the sale of goods in Italian markets which have been lost owing to the application of sanctions and firms normally importing such goods ;

(4) Assistance generally in the organisation of the international marketing of goods with a view to offsetting any loss of Italian markets which the application of sanctions may have involved.

They will also examine the possibility of financial or other measures to supplement the commercial measures, in so far as these latter may not ensure sufficient international mutual support.

* * *

The Committee of Eighteen was maintained in office and authorised to appoint such technical sub-committees as it might think fit, in order to follow the execution of the five above proposals. It met on October 31st, to consider the situation resulting from the information sent in by Governments on the subject of their attitude to the proposals made them.

The Committee's task is fourfold :—

(1) To follow the execution of the five above-mentioned proposals ;

(2) to make new proposals for sanctions, if it thinks fit, and to submit them to the

Co-ordination Committee or to the Governments represented thereon;

(3) To make any recommendations to Governments for completing the list of products of which the export to Italy should be placed under embargo;

(4) To render assistance, if need be, to Governments in the organisation of mutual support.

* * *

On October 31st, the number of Governments that had stated that they were applying Proposal I. was fifty, namely: Afghanistan, South Africa, Argentine, Australia, Belgium, United Kingdom, Bulgaria, Canada, Chile, China, Colombia, Cuba, Czechoslovakia, Denmark, Ecuador, Estonia, Finland, France, Greece, Guatemala, Haiti, Honduras, India, Iraq, Iran, Irish Free State, Latvia, Liberia, Lithuania, Luxemburg, Mexico, Nicaragua, Netherlands, New Zealand, Norway, Panama, Peru, Poland, Portugal, Rumania, Salvador, Siam, Spain, Sweden, Switzerland, Turkey, Union of Soviet Socialist Republics, Uruguay, Venezuela, Yugoslavia.

By the same date forty-nine Governments had announced that they would apply the financial measures contained in Proposal II., namely: Afghanistan, South Africa, Argentine, Australia, Belgium, United Kingdom, Bulgaria, Canada, Chile, China, Colombia, Cuba, Czechoslovakia, Denmark, Ecuador, Estonia, Finland, France, Greece, Guatemala, Haiti, Honduras, India, Iraq, Iran, Irish Free State, Latvia, Liberia, Lithuania, Luxemburg, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Panama, Poland, Portugal, Rumania, Salvador, Siam, Spain, Sweden, Switzerland, Turkey, Union of Soviet Socialist Republics, Uruguay, Venezuela, Yugoslavia.

Forty-eight had agreed to Proposals III. and IV.: Afghanistan, South Africa, Argentine, Australia, Belgium, United Kingdom, Bulgaria, Canada, Chile, China, Colombia, Cuba, Czechoslovakia, Denmark, Ecuador, Estonia, Finland, France, Greece, Guatemala, Haiti, Honduras, India, Iraq, Iran, Irish Free State, Latvia, Liberia, Lithuania, Luxemburg, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Panama, Poland, Portugal, Rumania, Salvador, Siam, Spain, Sweden, Switzerland, Turkey, Union of Soviet Socialist Republics, Uruguay, Yugoslavia.

Thirty-nine had replied to Proposal V.: Afghanistan, South Africa, Argentine, Australia, Chile, China, Colombia, Cuba, Czechoslovakia, Denmark, Ecuador, Finland, France, Greece, Guatemala, Haiti, Honduras, India, Iraq,

Iran, Irish Free State, Latvia, Liberia, Lithuania, Netherlands, New Zealand, Nicaragua, Norway, Panama, Poland, Portugal, Rumania, Salvador, Siam, Spain, Sweden, Switzerland, Union of Soviet Socialist Republics, Yugoslavia.

In view of their neutrality, Switzerland and Luxemburg felt bound, in the case of Proposal I., to declare an embargo on arms consigned to both belligerents.

Switzerland is further considering, as regards Proposal III., certain reservations and certain special methods of enforcement.

On Proposals III. and IV., a certain number of Governments had, prior to October 31st, announced their opinion as to the date of coming into force of the measures involved. A decision will be taken early in November, when it is possible to review the whole situation.

Attitude of Non-Member States.

The five proposals of the Committee of Co-ordination were communicated on October 21st to the following States not Members of the League: Sa'udi, Arabia, Brazil, Costa Rica, Egypt, Germany, Iceland, Japan, Liechtenstein, Monaco, and United States of America. On October 31st, only two of these had replied, namely, the United States of America and Egypt.

The Secretary of State of the United States in a letter, dated October 26th, sent the Chairman of the Co-ordination Committee, stated that the Government and people of the United States were deeply interested in the prevention of war and, hence, in the sanctity of treaties and promotion of peace in every part of the world. He referred to the part played by the United States in the negotiation of several conventions to which it is a party. Amongst these are the Hague Convention of 1907 for the pacific settlement of international disputes, the Pact of Paris of 1928 (Briand-Kellogg), and the Anti-War Pact, signed at Rio de Janeiro on October 12th, 1933. The Secretary of State also referred to the measures taken by the United States Government in view of the Italo-Ethiopian dispute, both to prevent the country being drawn into hostilities and to discourage war. Amongst these are conferences, official acts, diplomatic communications and public statements, in which the principles of the Pact of Paris and the high legal and moral obligations of the signatories thereto were specially emphasised; the embargo on arms, ammunition and implements of war destined for the two belligerents; the enforcement of a

proclamation making it unlawful for any American vessel to carry arms, ammunition or implements of war to any port of the belligerent countries or to any neutral port for transshipment to or for the use of either of the belligerents; a proclamation warning American nationals against travelling on belligerent vessels and stating that such travel would be at their own risk; a public statement definitely warning American citizens against transactions of any character with either of the belligerent nations except at their own risk; and, finally, a declaration by the Secretary of State himself concerning the commercial relations of the United States with the belligerents.

The Secretary of State's communication ends as follows:—

"The course thus pursued in advance of action by other governments, most of which are parties to one or more of the peace pacts to which I have referred, represents the independent and affirmative policy of the Government of the United States and indicates its purpose not to be drawn into the war and its desire not to contribute to a prolongation of the war.

"Realising that war adversely affects every country, that it may seriously endanger the economic welfare of each, causes untold human misery and even threatens the existence of civilisation, the United States, in keeping with the letter and spirit of the Pact of Paris and other peace obligations, undertakes at all times not only to exercise its moral influence in favour of peace throughout the world, but to contribute in every practicable way within the limitations of our foreign policy to that end. It views with sympathetic interest the individual or concerted efforts of other nations to preserve peace or to localise and shorten the duration of war."

The Egyptian Government on October 31st telegraphed its decision to accede, in principle, to the application of economic and financial sanctions in the Italo-Ethiopian dispute and to carry out so far as was possible the measures decided on by the League.

2. DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

On October 5th, 1935, the President of the Buenos Aires Conference sent the Secretary-General the Minutes containing the text of the decision taken on September 28th by the Peace Conference, concerning the determination of war responsibilities.

In accordance with this decision an International Commission is set up to determine the responsibilities arising out of the war. The Commission must be constituted within ninety days after the conclusion of the Protocol and must publish its findings within fifteen months from the date on which it has assumed its

functions. This time-limit may be extended by agreement between the parties. The findings are to be accompanied by a statement of reasons and adopted by a majority of votes; the conclusions must refer specifically to the responsibilities of every sort or kind arising out of the war.

Once its findings have been arrived at, the Commission will communicate them to the Governments of Bolivia and Paraguay and to the Peace Conference assembled at Buenos Aires.

The findings shall be regarded as having been accepted and shall acquire full force, if, within a period of thirty days after notification to the Governments of Bolivia and Paraguay, neither of those Governments has stated in writing that it is not in agreement.

Should either Government do so, the matter shall, failing mediation by the Powers represented at the Buenos Aires Conference, be referred to the Permanent Court of International Justice for final award in accordance with its Statute.

The Minutes communicated to the Secretary-General contain a number of administrative provisions regarding the working of the Commission. It was signed at Buenos Aires on October 2nd by the delegates of Bolivia, Paraguay, Brazil, United States of America, Uruguay, Chile and Argentine, and was deposited at the Ministry of Foreign Affairs of the Argentine Republic. A legalised copy was to be given by the Secretary-General of the Peace Conference to each of the States represented.

When approving the draft organisation of the International Commission on responsibilities, the Peruvian delegation renewed in full the declaration which it made at the plenary meeting of the Peace Conference concerning the incompatibility which, in its opinion, exists between the functions of mediator and the function of member of the International Commission exercised directly or indirectly by the Governments of the mediating States.

* * *

In a communication, dated October 29th, the permanent delegate of the Argentine Republic informed the Secretary-General that the Peace Conference sitting at Buenos Aires had formally declared the Chaco War to be at an end, inasmuch as, from the reports of the Neutral Military Commission, it appeared that the guarantees of security provided for in Article 3 of the Protocol had been established.

III.—TECHNICAL ORGANISATIONS.

I. HEALTH ORGANISATION.

(a) *Meeting of the Health Committee.*

The Health Committee met in Geneva from October 7th to 14th under the chairmanship of Dr. Th. Madsen (Denmark).

The chairman paid a tribute to Professors Léon Bernard and Carlos Chagas, members of the Committee, whose death occurred during the second quarter of 1934. He referred to Professor Bernard's eminent services to the cause of international health. He had been a member of the Health Committee from 1921, and Professor of Clinical Tuberculosis and Secretary-General of the International Anti-Tuberculosis Union, and was a valued counsellor on matters within his province. As Professor of hygiene, he presided over the Commission on training in public health, and was a leader in the work of the Commission on the reform of medical education. In the history of the Health Organisation, he is assured of his due place as one of its founders.

The Chairman recalled that Professor Chagas, famous for the discovery of the disease which bears his name, had put at the disposal of the Health Committee his profound knowledge of tropical diseases. He had been a member of the Malaria Commission from the outset, and Chairman of the Leprosy Commission. The establishment of the International Centre for Leprosy Research, created by the Brazilian Government at Rio de Janeiro, under the auspices of the League of Nations, was due to his initiative. His name will continue to be associated with that Centre, as well as with the disease he discovered.

With the aid of the Medical Director's report, the Committee then reviewed the work of the Health Organisation since its last session, and dealt with the reorganisation of its Bureau in accordance with a resolution of the sixteenth Assembly. It decided that the Bureau should consist of:

The President of the Health Committee;

The President of the *Office international d'hygiène publique*;

Professor W. Bronner (Union of Soviet Socialist Republics);

Dr. W. Chodzko (Poland);

Surgeon-General H. S. Cumming (United States of America);

Dr. Heng-Liu (China);

Dr. A. Lutrario (Italy);

Dr. M. T. Morgan (United Kingdom);

Professor J. Parisot (France);

Professor Pittaluga (Spain).

The Committee requested the Council to express its thanks to (a) the Governments which continue to lend their financial support to the Eastern Bureau at Singapore; (b) to the Governments which have given the Committee their valuable assistance in carrying out a number of technical studies, particularly on urban and rural housing, biological standardisation, and the efficacy of synthetic drugs in the treatment and prevention of malaria; and (c) to the Governments and national authorities which have agreed to receive the interchange groups of the Health Organisation and assisted them in the prosecution of their studies.

System of Liaison between Health Administrations.—Two collective study tours were organised in the autumn of 1934, the first for the Irish Hospital Commission, the second for a British Committee on hospital construction and administration. By means of these tours certain members of these Commissions were, through the Health Organisation, enabled to visit the most modern hospitals and study hospital administration in several of the larger European cities.

A collective study tour will be held in the United States of America in November, 1935. Leading health administrators and hygienists will study the different public health and social welfare schemes of the Federal Administrations.

The Health Committee emphasised the value of the collective study tours, and considered it particularly important that this essential activity of the Organisation should be developed.

Co-operation with the Government of China in Health Matters.—Professor Robert Lim, Director of Peiping Union Medical College and delegate of the National Administration of China to the Health Committee, and Dr. B. Borcic, who has acted as the Health Organisation's representative with the Health Authorities of China, described the reorganisation work in the Chinese Health Services which has now, with the Committee's assistance, been going on for four years. The Committee congratulated the Director of the National Administration, Dr. J. Heng-Liu, and his associates on the success of this work, and thanked its representatives in China, Dr. B. Borcic and Dr. A. Stampar, for the competence and devotion with which they had carried out their task; it expressed the desire to continue its co-operation and held it desirable that a favourable reply should be sent to the request of the Chinese Health Administration that the Health

Organisation should continue to be represented in China.

Technical Studies and Enquiries.—The Committee considered the progress of the co-ordinated and comparative studies.

Treatment of Syphilis.—The Health Organisation has recently completed an enquiry into the results of syphilis treatment, which lasted seven years and related to more than 25,000 cases. The report was published in the March number of the Health Organisation's Quarterly Bulletin. A series of principles have been evolved from the analysis of the material provided concerning primary and secondary syphilis, which should serve as a basis in the treatment of the disease. Two methods were elaborated—one continuous and the other intermittent—both capable of yielding satisfactory results in ordinary cases of fresh syphilis.

Summaries of the report have already been published, or will be published shortly, in the German, English, Chinese, Danish, Spanish, French, Hungarian, Japanese, Russian and Turkish medical press.

The Committee instructed the Director of the Health Section to forward the report to the Health Administrations, and to invite them to submit any observations which a study of this document may suggest to them. It thought that a study should be made of the data relating to tertiary and latent syphilis collected during the enquiry and that methods of treatment easily applicable to rural populations distant from urban centres should be elaborated. It intends to publish in due course a second report in which account will be taken of the studies on tertiary and latent syphilis, of the methods actually employed in sero-diagnosis and the steps taken by the Health Organisation to establish international standards for the assay of arsenobenzenes and their derivatives.

Radiological Treatment of Cancer of the Uterus.—In 1929-1930, the Health Committee organised an enquiry with the object of following up the results of radiological treatment of cancer of the cervix uteri for a period of at least five years after the termination of treatment.

With a view to commencing the analysis of the case records collected, the Committee decided in 1933 to take advantage of the International Radiological Congress held in Zurich, 1934, to consult a number of experts on the further course of the enquiry.

These experts recommended that, as from 1936, annual statistical statements should be prepared, based on a survival table, to be em-

ployed according to carefully drawn up rules. They suggested that an advisory committee of experts should be set up to direct the future course of the enquiry. The committee of experts, appointed in November 1934, met on September 8th, 1935, with Professor Heyman, of the Radiumhemmet at Stockholm, in the chair.

The Health Committee approved the steps taken by the Bureau to carry out the recommendations of the Zurich Conference.

Leishmaniasis.—As the result of a suggestion made in 1933 by the first International Congress on Mediterranean Hygiene, several experts were consulted as to the studies on the diagnosis and treatment of leishmaniasis which the Health Committee might co-ordinate. The experts suggested that it would be useful for the Health Organisation to collect and publish authoritative monographs on the comparative value of serological reactions, on methods of treatment and on the epidemiology of leishmaniasis in the Mediterranean basin. The Health Committee noted these suggestions and requested the Director of the Health Section to publish such monographs in the Quarterly Bulletin.

Anti-Rabies Treatment.—In virtue of a resolution of the International Rabies Conference held in 1927, Professor Fermi requested the Health Committee, in June, 1934, to arrange for comparative studies on the efficacy of vaccines killed by phenol and by ether.

A number of experts who were consulted on the methods of carrying out these studies were of the opinion that they would be expensive and difficult of execution, and that the results might not be conclusive. The Health Committee decided, therefore, to ask Professor Jules Bordet for an opinion before it takes a definite decision on this subject.

Nutrition.—Since 1925, the Health Organisation has been studying the problem of Nutrition. These studies have culminated in a general report "Nutrition and Public Health," which is mainly intended to show the rôle of adequate nutrition in preventive medicine. This report was published in the Quarterly Bulletin of the Health Organisation (June, 1935).

It will further be remembered that the Sixteenth Assembly adopted a resolution on the same subject which, *inter alia*, requested the Council to set up a Committee to co-ordinate further investigations into the health, economic and social aspects of nutrition.

The above report, as well as the Assembly resolution, contained a number of suggestions

for the development of the Health Organisation's studies into the matter.

The Health Committee thought that these studies might be a useful contribution to public health progress and would be the logical development of its former activities in this field. It therefore decided to set up a committee of experts to select such questions of practical importance as might usefully be studied internationally and to classify them by order of priority. The experts' report is intended to provide a basis for the investigations to be carried out in the other fields of the problem.

Housing.—As a preliminary to investigations into the housing problem, the Health Organisation has collected a documentation concerning the United Kingdom, France, Italy, the Netherlands, Poland and Sweden. The Financial Section of the Secretariat supplied a note on the economic and financial aspects of the problem. In addition, the Health Section prepared a memorandum giving an outline of the technical studies which the Health Organisation might undertake, particularly concerning the hygiene of buildings and dwellings (human comfort and health, qualities of building materials from the point of view of hygiene, heating, ventilation, sunlight and lighting), the hygiene of town-planning, housing standards and regulations, and housing inspection. The Health Committee decided to set up a Committee under Professor Parisot's chairmanship, to examine the above documentation and draw up a plan of technical studies.

Rural Hygiene.—Professor Parisot made a statement on the studies that were proceeding on rural hygiene, and particularly on rural housing, in accordance with the recommendations of the European Conference on Rural Hygiene, held in 1931. He referred to the arrangements for continuing the enquiry into the living and housing conditions of rural populations, at present being carried out in a number of European countries. He drew attention to the results which various Institutes and Schools of Hygiene had obtained from research work on flies and manure and on milk and typhoid fever in rural districts.

It had been contemplated that the housing conditions of rural populations could be usefully demonstrated in national exhibitions, to be followed by an International Exhibition on Rural Housing. The Italian Government has confirmed its offer that this exhibition should be held in Rome in 1936.

The Health Committee was of the opinion that the enquiries undertaken on rural hygiene and housing should be continued, particularly

those on the prevention of fly-breeding. It decided that the present stage of the investigations would not make it possible to hold the International Exhibition in 1936, and the latter was therefore provisionally postponed till 1937.

Biological Standardisation.—The Committee noted the report of the Inter-Governmental Conference on Biological Standardisation which met at Geneva from October 1st to 4th, 1935, in which attention was drawn to certain obstacles which hinder the standardisation of streptococcus antitoxin and which arise from the granting of patents for its preparation and assay. It decided to request the Council to refer the matter to the Economic Committee for advice as to the appropriate steps to be taken to remove these obstacles.

The Health Committee considered that, owing to recent progress in the serology of typhoid fever, it may be possible to improve and eventually to standardise the Widal test. It decided, therefore, that the preliminary researches on this subject should be continued and their results communicated to the Bureau, which will consider the possibility of enlarging the scope of the enquiry. It also asked the Health Section to carry out a preliminary investigation of sterilisation of catgut.

Malaria Commission.—In the absence of Dr. Lutrario, Chairman of the Commission, Professor Sergent, one of its Vice-Chairmen, gave the Health Committee an account of the Commission's work, and submitted a programme for 1936, which includes: (a) Continuation, probably until the end of May, 1936, of the co-ordinated research as to the efficacy of synthetic preparations—as compared with quinine—in the treatment and prevention of malaria. This research is being carried on in Algeria, Italy, Malaya, Rumania and the Union of Soviet Socialist Republics. (b) Continuation of co-ordinated research as to the biological properties of different strains of hæmatozoic parasites. This work, which is being done in the malariatherapy centres at Horton (England), and Costugeni and Socola (Rumania) will also be concluded by May, 1936. (c) Preparation of a further report on the treatment of malaria. This report will cover new scientific développments and the results of the above-mentioned research. It will be the fourth general report of the Malaria Commission. Its preparation will be entrusted to a committee composed of Professor Bastianelli (Italy), Professor Ciuca (Rumania), Professor Sergent (France), Professor Serguief (Union

of Soviet Socialist Republics), Colonel Sinton (British India) and a representative of the Kuala Lumpur (Federated Malay States) Institute for Medical Research. The Committee will meet next July and it is hoped that the Malaria Commission will be able to consider its report in October, 1936, on the occasion of the third International Malaria Congress. (d) Possibility of organising two international malaria courses, as in 1934 and 1935, one in Europe and one in the Far East.

The Health Committee approved this programme and appointed as additional members of the Malaria Commission:

Professor Serguief, Director of the "Marzinowsky" Institute of Tropical Medicine (Union of Soviet Socialist Republics);

Dr. Soesilo, Chief of the Anti-Malaria Service, Netherlands East Indies;

Professor Warrington Yorke, School of Tropical Medicine, Liverpool;

The Chief of the Malaris Research Division of the Institute for Medical Research, Kuala Lumpur (Federated Malay States).

The Committee further decided that it was its duty to remind the Council that, if deemed desirable, its Malaria Commission would willingly give technical assistance in connection with the settlement of the Assyrian refugees.

Opium Commission of the Health Organisation.

(a) *Application of Article 10 of the Geneva Opium Convention.*—Under Article 10 of the Geneva Opium Convention a number of substances had, at the request of certain Governments or Organisations, been referred for advice to the Permanent Committee of the "Office international d'Hygiène publique," namely: Certain ampoules containing morphine and atropine or eucodal and atropine (request of the Egyptian Government); Perparine and paracodine (request of the Advisory Committee on Traffic in Opium and other Dangerous Drugs); Preparations based on the extract or tincture of Indian hemp (request of the Egyptian Government); Delcaine (French Government).

On the report of the Permanent Committee of the "Office," the Health Committee took the following decisions:

(i) *Preparations containing Morphine and Atropine or Eucodal and Atropine.*—In view of the possibility of the illicit use of sterilised solutions of morphine or eucodal with atropine and of facts suggesting that the maximum dose of atropine is much higher than had been previously thought, the exemption granted to these solutions under Article 8 of the 1925

Convention by a previous decision of the Health Committee should be rescinded. The solutions will therefore again come under the control provided by the Convention.

(ii) *Preparations based on the Extract or Tincture of Indian Hemp.*—Preparations made from tincture or extract of Indian hemp may lead to the same abuses and produce similar ill-effects to those resulting from use of the tincture or extract of Indian hemp themselves. These preparations should therefore be brought within the control of the 1925 Convention.

(iii) *Paracodine.*—Paracodine, although not in itself a habit-forming drug, may be converted into such a drug, it should therefore be placed under a control similar to that provided for in the case of codeine under the 1931 Convention.

Perparine and Delcaine.—On the other hand, perparine and delcaine being substances neither habit-forming nor convertible into habit-forming drugs, should not be brought under the scope of the Conventions.

(b) *Miscellaneous.*

Codeine and Lecithin.—The Committee decided to study the question of the use of codeine by drug addicts, to which its attention was drawn by the Advisory Committee on the Traffic in Opium. The Committee noted a report on the treatment of drug addiction by lecithin and decided to study this method of treatment.

Eastern Bureau at Singapore.—The Health Committee noted the Eastern Bureau's report and budget for 1936 and drew the attention of the Governments which benefit by the service of the Bureau to the desirability of contributing specially to its maintenance.

International Centre for Leprosy Research, Rio de Janeiro.—The Governing Body of the International Centre held its third session in Geneva during the meeting of the Health Committee. It noted that the Centre had been transferred from the Oswaldo Cruz Institute to the Gaffre-Guinle Foundation, and appointed Professor Eduardo Rabello as the new Director of the Centre.

Popular Nutrition in Chile.—In 1932 the Council of the League received a request from the Chilean Government for an enquiry into popular nutrition in that country.

After some preliminary investigations, Professor Carlo Dragoni, appointed by the Economic Committee, and Professor Etienne Burnet, by the Health Organisation, proceeded to Chile for the purpose in 1935.

The Health Committee received a statement by Professor Burnet on the present stage of the investigations and requested its Bureau to submit a report on the matter to the Council of the League.

Léon Bernard Foundation.—Following the death of Professor L. Bernard, the Committee decided that his memory should be perpetuated by the founding of a prize to be awarded for some practical achievement in the field of social medicine. Contributions so far received from private and official sources amount to about 10,000 Swiss francs.

Assistance from the Rockefeller Foundation.—The Health Committee expressed its gratitude to the Rockefeller Foundation for its decision to continue in the years 1936 and 1937 the financial assistance which it had given to the Organisation ever since 1921.

The following members of the Committee took part in the session: Dr. Th. Madsen (Danish), Chairman; Professor G. Bastianelli (Italian), Professor Bronner (U.S.S.R.), Dame Janet Campbell (British), Dr. H. Carrière (Swiss), Dr. D. Coffey (Irish), Surgeon-General Cumming (American), Dr. N. M. J. Jitta (Netherlands), Dr. B. Johan (Hungarian), Professor Ricardo Jorge (Portuguese), Professor H. Kural (Turkish), Dr. Lasnet (French), Dr. Robert Lim (Chinese), Dr. M. T. Morgan (British), Professor J. Parisot (French), Lt.-Col. Russell (British India), Dr. M. Tsurumi (Japanese), Professor G. Pittaluga (Spanish), Dr. Abt (*Office international d'Hygiène publique*), Dr. B. Borcic (Yugoslav), Dr. Carozzi (International Labour Office), Dr. Carnwath (British), Dr. Norman White (British), Dr. L. Stern (U.S.S.R.), Professor Ikuzo Poyama (Japanese), Dr. Ciuca (Rumanian), Professor E. Sergent (French).

(b) *Conference on Biological Standardisation.*

On the basis of the work carried out by the Permanent Commission on Biological Standardisation, the League Health Committee was able to adopt some twenty-six international standards for a series of products the assay of which can only be effected by biological methods. These include sera and bacterial products, hormones, vitamins and other remedies.

By a letter of March 23rd, 1935, forwarded to the Governments of States Members and to the United States of America, Brazil, Egypt and Japan, as well as to the *Office international d'Hygiène publique* and the *Office international des Epizooties*, the Secretary-General of the League requested that representatives be sent

to an inter-governmental conference which would be called upon to review the results obtained in the matter of biological standardisation and consider the measures to be taken to ensure a wider use of the standards and units recommended by the Permanent Commission, and possibly their adoption in national pharmacopœias.

This Conference met in Geneva from October 1st to 4th, under the chairmanship of Dr. Th. Madsen (Denmark), President of the Health Committee and Chairman of the Permanent Commission on Biological Standardisation of the Health Organisation.

The Conference first examined documentary material relating to the organisation of official biological control on national lines, and supplied by thirty-five national health administrations. It then set up two technical committees to consider separately the two groups of international standards; those adopted for sera and bacterial products and those established for certain remedies, vitamins and hormones. The former of these committees sat under the chairmanship of Dr. Th. Madsen, who is also Director of the Danish State Serological Institute, and the latter under that of Sir Henry Dale, Director of the National Institute of Medical Research.

The technical committee examined and approved the decisions taken by the Permanent Commission on Biological Standardisation in respect of each of the standards adopted. They further drew up a series of recommendations for consideration by the Permanent Commission.

The Conference expressed the hope that the use of the international standards would be made effective by the competent authorities in all countries. It was of the opinion that each country should have a national centre or centres, recognised by the competent authority, to take charge of the international standards and of corresponding national standards. The recognised national scientific authority should constitute such centres which should have qualified staff to control the application within the country of the international standards.

The Conference recommended that the League should place the necessary funds at the disposal of the Health Organisation to enable the Health Committee to maintain the principle of the free distribution of international standards.

In certain countries patents have been granted to protect the preparation of streptococcus anti-toxin (anti-scarlatina serum) and of the toxin used for its assay. The Conference was of the opinion that this practice con-

stitutes an obstacle to progress in the standardisation of this serum. It therefore drew the attention of the Health Committee to the matter and suggested that it should consider the means to be adopted to overcome this obstacle.

The Committee finally recommended that, in view of the progress achieved in the field of biological standardisation, inter-governmental conferences on this subject should be summoned periodically, at intervals not exceeding three years.

The Governments of the following countries were represented at the Conference: Australia, Austria, Belgium, United Kingdom, China, Czechoslovakia, Ecuador, Estonia, France, Guatemala, Hungary, India, Irish Free State, Japan, Latvia, Netherlands, Norway, Poland, Rumania, Sweden, Switzerland, U.S.A., Yugoslavia.

In addition, the *Office international d'Hygiène publique* and the *Office international des Epizooties* took part in the work of the Conference.

2. TECHNICAL CO-OPERATION BETWEEN CHINA AND THE LEAGUE.

The report of the Secretary of the Council Committee on Technical Co-operation between the League and China has just been published. It contains an account of the progress of national reconstruction in China, with certain comments on how the technical organisations of the League can best help the Chinese Government.

The report is the result of a visit paid to China from January to May, 1935, by M. Haas, Director of the Transit Section of the League Secretariat, who has been connected with the work of technical co-operation since it was inaugurated in 1931 and who was Secretary-General of the Lytton Commission.*

As regards the ways in which the League can be of service to the Chinese Government, M. Haas observes that: "The technical organisations of the League take only a very modest part in the work of reconstruction. Not to overrate or overestimate its bearing is one of the essential conditions of the success of the League's co-operation. . . . For the near future, so far as can be foreseen, the League will probably be called upon to co-operate chiefly in road transport, hydraulic works, co-operative development, public health and technical agricultural development, as well as in certain questions of industrial technique,

it being clearly understood, however, that within the scope of the League's co-operation as defined by the resolutions of the Council and the Assembly, the Technical Organisations of the League would be at the disposal of the Chinese Government in any field of work and for any help which might be within their competence, whether it be to submit to the Government candidatures of foreign specialists which the Government might desire to engage in its services or, . . . to facilitate the work of Chinese specialists sent on mission or for study abroad. Details would be settled as in the past, with the National Economic Council and with the Advisory Committee of that Council. There appears to be no reason to alter the well-established procedure by which the co-operation of the League's Technical Organisations is carried on through the National Economic Council. It is obvious, however, that, through the intervention of that Council and on the lines laid down by the Central Government, the League's technical organisations can and must co-operate with any Chinese public institution engaged in the work of reconstruction."

During his voyage M. Haas visited the authorities of twelve provinces, namely: Shantung, Hopeh, Shansi, Shensi, Honan, Hupeh, Hunan, Kiangsi, Chekiang, Kiangsu, Kwantung and Kwangsi. The main object of his visit, however, was to renew contacts with the National Government of China and with its Economic Council for Reconstruction; this he did in Nanking and Shanghai.

M. Haas summarises as follow the main lines of reconstruction work being undertaken either directly through the Economic Council or through the provincial authorities with the help of the Central Government. Such work, as we know, bears chiefly upon public health, communications, hydraulic work and rural economy.

"As regards health, the organic body consisting of the Central Station of Applied Hygiene, the National Health Administration, the Central Hospital of Nanking, the Central Laboratory of Hygiene, the Central School of Nurses, the Central School of Midwives, and the Municipal School of Hygiene of Nanking is now firmly established. This body forms, as it were, a ministry for the regulation and administration of public health, a centre of technical studies and a school for the training of health officers. Its efforts will, it seems, henceforth be directed principally towards the development of means of action in the interior of the country, in conjunction with the provinces, and especially in rural districts.

* Since this report appeared, the League has had to deplore the sudden death of M. Haas, which occurred on November 3rd. A memoir will appear in the next number of the Monthly Summary.

"In the matter of communications, the Economic Council has concentrated almost exclusively on roads. Without directly undertaking (with the one exception of the North-West) any road construction—this being a task devolving on the provinces—the Bureau of Roads of the Economic Council had contributed, at the end of 1934, to the construction of over 16,000 km. of roads, more than 8,000 of which are macadamised and accessible at all times to motor traffic. These are in the Provinces of Kiangsu, Chekiang, Ahnwei, Kiangsi, Hupeh, Hunan, Honan and Fukien, and in the North-West. At present the Bureau appears to be less concerned with technical questions of road construction than with the development of road transport and with research to discover the most economical fuel and the vehicles best adapted to local resources and requirements.

"Outside the province of the National Economic Council, the Ministry of Communications is steadily pursuing the improvement and development of telegraphic communications; in particular, it has inaugurated a new wireless telegraph and telephone service between the South and Centre of China, and between China and Europe, and proceeded further to a methodical administrative and financial reorganisation of the telegraphs and the post office. In addition, it is responsible for the remarkable development of aviation; regular lines already connect Shanghai with Peiping in the north, Lanchow in the north-west, Chung King in the west and with Canton and Nanning in the south-west.

"Serious attention is being given in almost all regions of China to hydraulic works, owing to the physical and hydrological conditions of the country. The most noteworthy progress is perhaps less in the work still being carried out by the various river commissions—however important that may be—than the effort recently made to group these commissions and systematise their functions under the direction of a National Hydraulic Commission, responsible to the Economic Council. The organisation of this Commission will doubtless make possible a more rational utilisation of specialists and of funds, a more effective economic and technical supervision, and a more far-reaching and systematic preparation of the work still to be undertaken.

"As regards agricultural economy, apart from the successful work of the Cotton and the Silk Commissions of the Economic Council and the co-operation of the Central Government with the reconstruction work in Kiangsi and the provinces of the North-West, the out-

standing facts appear to be the definite organisation of the Central Agricultural Station of the Ministry of Industry and the measures recently adopted by the Government, in accordance with the recommendations of a special conference of co-operative organisations, to facilitate the development of the co-operative movement on sound lines. Agricultural questions, to which reference will again be made, have recaptured, both in public opinion and in official circles, the preponderating importance which they deserve. The Central Agricultural Station ought to be in a position to keep in touch with the provincial institutions and, without prejudice to its own research work, to lend them the assistance which they may require.

"The co-operative movement, which is not confined to farming, though it has hitherto chiefly shown results in that field, is tending to expand beyond its promoter's capacity for organisation and calls for special institutions at Nanking and in the provinces to direct and educate its personnel.

"The problems of industrial economy and technique are already being dealt with by the Cotton Commission and the Silk Commission; the National Economic Council is also seeking means to develop certain light industries, while the Ministry of Industry and various organisations, in conjunction with the Economic Council, are studying the possibility of establishing or developing heavy industries.

"In spite of the economic crisis, unremitting efforts are being made in almost all branches of national reconstruction, sometimes in the face of political difficulty and uncertainty."

After a short description of the work going on in the different provinces he visited, M. Haas observes that, in spite of wide local differences, "no traveller, even merely passing through this immense territory, can fail to be struck by its homogeneity or to admire the deep-rooted unity, forged by thousands of years of common history, of the nation that owns it. In spite of the diversity of conditions in the various regions of the country, the existence of common aims and aspirations is already apparent, and national endeavour seems to take a definite direction."

The internal and technical reconstruction of China, and the establishment of a modernised and renovated economic system and State, with all the resources of Western technique, have, from the beginning, M. Haas points out, been a fundamental aim of the Chinese revolution and of the "People's Party" which incarnated the revolutionary movement under

Dr. Sun Yat Sen. The latter's book, "The International Development of China," which appeared in 1922, sketched the general lines of a bold and far-reaching programme. In 1931, with the creation of the National Economic Council and the request for League co-operation, the Chinese Government not only drew up a reconstruction programme but took practical steps for its realisation, although these were delayed by events outside the Government's control.

The initiation of this plan, including co-operation with the League, "was a political gesture for purposes of information and of propaganda at home and abroad, by which the Chinese Government endeavoured to concentrate and utilise the forces of reconstruction that were latent in the nation as a whole.

"The watchword thus given has been observed; the call has been heard. During the period immediately after the revolution of 1928, the Chinese nationalist movement laid most stress on China's international status as a fully sovereign State and her relations with foreign Powers. But to-day, while abandoning none of its aspirations, Chinese public opinion, both in official circles and among the young intellectuals, appears—and this is one of the first impressions to be noted—to give priority to the needs of internal reconstruction and national economic and technical revival. Discussions on general questions of international and domestic public law usually yield precedence to the study of the best means of raising the standard of living of the people and increasing the country's material resources. Chinese opinion tends to concentrate on the specific problems of Chinese organisation. Political readjustment and economic reorganisation are closely linked together in the building up of the new State and anxiety to consolidate and remould the national political and economic community is more and more predominant and even determines the attitude of many towards problems of foreign policy."

"In China," says Mr. Haas, "the desire to get on with reconstruction as a practical experiment is the main purpose of political leaders and the guiding principle of all true statesmen.

"Below the leaders, and often far removed from them, there is no lack of collaborators ardently devoted to the progressive reconstruction work.

"To an increasing extent, in every technical sphere, and doubtless in nearly every part of the country, young men are to be found

who are working modestly, courageously, silently, aware of the obstacles and methodically attacking them. The services of the Economic Council, and certain institutions in liaison with it, through its technical committee or in touch with the research organisations created under the inspiration of General Chiang Kai Shek, and also certain universities, are active centres of research. The task undertaken by the Central Government in the poor and remote North-West has found the zealous, able and voluntary workers required; while, at the other end of the country, General Chen Chi Tang and President Lin Yuan-Kwei in Canton, and Generals Li Tsung-Yen and Pai Tsung-Hsi and President Wang Yu-Chow in Kwangsi, have been able to surround themselves with an enthusiastic band of chosen helpers. Educationists tell us that the best members of the coming generation, far from engaging complacently, as their forerunners sometimes did, in theoretical discussions of universal remedies for China's troubles, or in the illusory search for panaceas, have a love of action and even of risk, and desire to play a worthy part in, and make an effective contribution to, the national reconstruction by the pursuit of limited but tangible aims, each of them according to his capacity.

"Henceforward, Chinese reconstruction has its pioneers. No efforts are being spared to procure for their endeavours, among public opinion at large and even among the masses, that atmosphere of comprehension and sympathy which alone could guarantee success. Posters are put up in the country districts by official and unofficial organisations with the inscription, 'To preserve our national independence we must reconstruct our country.'

"There is no reason to suppose, indeed, that the Chinese peasant masses, to whose opinions and needs the economic institutions and technical creations of the new China must in the last resort correspond, if they are to survive, have acquired an unyielding hostility to change in the course of centuries of stable and rigid civilisation, long adapted to their material conditions of life. Whenever new crops or new methods of cultivating old ones have been suggested to Chinese peasants and shown to be practicable and profitable, they have not been slow to adopt them; the recent development and improvement of cotton-growing in the centre and north-west, and of the sugarcane in the south-west, are clear examples of this. Of late years, the co-operative movement has in some provinces assumed proportions

which would rather call for counsels of prudence and seems to exceed the present organising capacity of its promoters. On the roads recently opened, in the absence of private motor-cars, which are too expensive, hand-carts of a new type and bicycles are to be seen. Even in the north-west, which was until lately a backward area, no sooner is a modern hospital or dispensary opened than it is inundated with patients. The attitude of the crowd which gathers round the first motor-car to pass through a village is, of course, one of rather naïve curiosity, as it was at first in every country; but there is nevertheless an impression of keen and serious interest. Many observers, particularly those who have lived in China for a quarter of a century or more, admire the revival of energy and the awakening of a second youth in this ancient people, and they can hardly recognise a country whose children, when they have the opportunity, engage in athletics or go into camps run on boy-scout lines.

"The Chinese Government and authorities of every rank, and their assistants, can now set out without fear on the path of reconstruction. Public opinion is behind them and is prepared to follow them; it is indeed more critical of inertia or timidity than of boldness, of insufficient than of excessive initiative."

3. ECONOMIC AND FINANCIAL ORGANISATION.

(a) *Tourist Traffic as a Factor in International Economic Life.*

The Economic Committee has for some time been considering the problem of tourist traffic as a factor in international economic life. On October 21st it convened a meeting at Geneva of experts selected from among directors of national tourist offices and representatives of certain important international organisations.

This Committee had to give an opinion on the steps to be taken in present circumstances to facilitate and intensify international tourist traffic. The experts began by fully confirming the view expressed by the Economic Committee in its introductory report to the Council, insisting that the chief obstacles to a resumption of foreign travel were the currency restrictions enforced by many countries. Some of these were almost of a prohibitive character and concerted action could only lead to limited results.

However, the Committee carefully considered the effects of currency depreciation and exchange control on tourist traffic and

agreed that so long as political considerations were opposed to the abolition of these restrictions, it should recommend that these restrictions should not weigh more heavily on such traffic than was absolutely essential. The Committee insisted that alleviations were practically possible and showed that the revival of foreign tourist travel that would result would automatically extend to other international economic relations; for touring was an important factor in the international circulation of money.

The Committee also dealt with several technical questions such as passports, the number of documents required by travellers, customs formalities and customs exemption for tourist propaganda.

As regards passports and documents required by tourists travelling abroad, the Committee considered that, without neglecting the ordinary requirements of national safety, the following principles might be observed: (1) such documents should be as few in number as possible; (2) they should cost as little as possible; (3) the necessary formalities for obtaining such documents and the number required for a stay in a foreign country should be reduced to a minimum.

The Committee also dealt with tourist statistics and expressed the wish that these should be more complete and easier to compare.

It further considered the question of railway facilities for travellers and suggested that touring might be developed by the introduction of an international kilometric ticket, enabling persons to travel for a fixed sum over a certain number of kilometres on any railway in a certain number of countries.

The following took part in the Committee's work: M. E. Deinlein, Head of the Tourist Department in the Austrian Federal Ministry of Commerce and Propaganda; M. J. Ruiz de Arana, Vicomte de Mamblas, Head of the Tourist Section in the Foreign Ministry (also representing the P.N.T. of Madrid) (Spain); M. E. Peyromaure-Debord, *Maître des Requêtes* before the Council of State, General Director of Tourist Questions (France); M. Cresto Bonchi, Director-General of Tourist Traffic in the Ministry of Press and Propaganda (Italy); M. G. B. Lampe, Director of the International Tourist Office (Norway); M. W. P. E. van Deventer, Director of the Netherlands General Travel Union and Secretary-General of the International Union of Official Agencies for Tourist Propaganda (Netherlands); Mr. L. A. de Lacy Meredith, Director-General of the Travel and Industrial Development Associa-

tion of Great Britain and Ireland (United Kingdom); M. Siegfried Bittel, Director of the Swiss National Tourist Office (Switzerland); Colonel E. N. F. Pulnix, Director-General of the Belgo-Luxemburg Tourist Office; M. Paul Duchaine, Secretary-General of the International Tourist Alliance, Brussels; Colonel G. Péron, Secretary-General of the International Association of Recognised Automobile Clubs; Count Hadelin de Lierkerke-Beaufort, President of the Central Council for International Tourist Traffic, Paris; Colonel E. N. F. Pulnix, President of the International Union of Official Organisations for Tourist Propaganda.

(b) *Timber Statistics.*

The Sub-Committee on Timber Statistics, set up by the Committee of Statistical Experts working under the terms of the International Convention of 1928 on Economic Statistics, met in Geneva on October 29th and 30th, with M. Gunnar Jahn (Norwegian) in the Chair.

The task of the Sub-Committee was to provide for a rational organisation of statistics on the production of, and international trade in timber, in accordance with a resolution adopted by the Monetary and Economic Conference of 1933.

The Sub-Committee was of the opinion that the compilation of statistics on timber resources fell within the competence of the International Institute of Agriculture. It drew up certain recommendations to Governments as to the

form and methods of compiling these statistics. On the other hand, it suggested certain heads of classification to be applied in the compilation of statistics on the commercial cut of timber, on timber used as industrial raw material, and on output and stocks of products derived directly from unworked timber, e.g., saw-mill products, woodpulp, etc.

The members of the Sub-Committee present at the meeting were: M. V. Dore, representing the International Institute of Agriculture; M. Glesinger, representing the International Timber Committee in Vienna, and M. Sundin (Swedish). Mr. Coats (Canadian) and M. Colomb (French) were unable to attend.

4. COMMUNICATIONS AND TRANSIT.

Pollution of the Sea by Oil.

The Committee of Experts entrusted by the Communications and Transit Organisation with the study of the question of the pollution of the sea by oil met at Geneva from October 21st to 25th, under the chairmanship of Mr. C. H. Grimshaw of the United Kingdom Board of Trade.

The Committee was set up as the result of suggestions made by the Government of the United Kingdom before and during the Fifteenth Assembly. This, its second session, was held in accordance with the desire of the Assembly and Council that the Transit Organisation should take the necessary steps as early as possible to complete the preparation of a draft convention for submission to Governments.

IV.—ADMINISTRATIVE QUESTIONS.

MANDATES.

Meeting of the Permanent Mandates Commission.

The Mandates Commission held its twenty-eighth session at Geneva from October 17th to November 1st, with Marquis Theodoli (Italian) in the Chair.

Its agenda included the consideration of the annual reports of the mandatory Powers on the administration of the following territories: Cameroons and Togoland (British mandate); Cameroons and Togoland (French mandate); Ruanda Urundi (Belgian mandate); Western Samoa (New Zealand mandate); and Islands in the Pacific (Japanese mandate).

There were also various petitions relating to Palestine and Transjordan, Syria and Lebanon, Tanganyika Territory, South West Africa and the islands under Japanese mandate.

As usual, each report was examined in the presence of the accredited representative of the Power concerned, namely:

For Ruanda Urundi: M. Halewyck de Heusch, Director-General of the Belgian Colonial Ministry;

For Togoland and the Cameroons under French mandate: M. Maurice Besson, Head of the First Section of the Political Directorate in the French Colonial Ministry;

For Togoland under British mandate: Mr. W. J. A. Jones, Chief Commissioner of the Northern Territories of the Gold Coast;

For the Cameroons under British mandate: Mr. G. H. Findlay, Senior Resident in Nigeria;

For the Islands under Japanese mandate: M. N. Ito, Envoy Extraordinary and Minister Plenipotentiary of Japan in Warsaw;

For Western Samoa under New Zealand mandate: Sir James Parr, G.C.M.G., High Commissioner for New Zealand in London.

The accredited representative of the Japanese Government also asked to be heard by the Commission, to explain the views of Japan on

the question of economic equality, in regard to which the Commission had made the following observation when considering the reports of the mandatory Powers on Palestine and Syria :

"The Commission has learnt that the importation of the products of a State which has ceased to be a Member of the League of Nations is permitted in exactly the same way as the importation of the products of States Members of the League. It would be glad to know the reasons for this."

The Japanese representative was heard on October 28th.

V.—SOCIAL AND HUMANITARIAN QUESTIONS.

I. TRAFFIC IN OPIUM.

Meeting of the Supervisory Body.

The Supervisory Body set up under Article 5 of the 1931 Drug Limitation Convention held its eighth session in Geneva from October 3rd to 12th, with Sir Malcolm Delevingne, representing the Opium Advisory Committee, presiding. The other three members present were Mr. Herbert L. May, representing the Permanent Central Opium Board; Professor M. Tiffeneau, representing the League's Health Organisation; and Dr. H. Carrière, representing the *Office international d'Hygiène publique*.

The task of the Supervisory Body was to examine the estimates of the world requirements for 1936 of dangerous drugs as set forth in the Opium Conventions, and to prepare a statement of these estimates for forwarding to Governments.

Estimates had been furnished by fifty-nine countries and eighty-nine territories. The Supervisory Body itself established estimates for eleven countries and nine territories in respect of which none had been supplied by the Governments concerned.

The Supervisory Body emphasised again that its annual statement forms the basis for the application of the system of national and international control established by the 1931 Limitation Convention, and that the Government parties to that Convention had undertaken to confine their manufacture, export and import of drugs within the limits laid down in the annual statements.

The Permanent Central Opium Board had announced that in twenty-seven cases during the current year Governments had imported drugs—usually in small quantities—for which no provision had been made in their estimates for the previous year. In such cases the procedure laid down in Article 14 of the Limitation Convention, relating to embargo, comes into

The following were present at the Commission's session: Marquis Theodoli (Chairman, Italian); M. Pierre Orts (Vice-Chairman, Belgian); Baron F. M. van Asbeck (Netherlands); Mlle. V. Dannevig (Norwegian); Lord Lugard (English); M. Manceron (French); M. L. Palacios (Spanish); Count de Penha Garcia (Portuguese); M. William Rappard (Swiss); M. N. Sakenobe (Japanese); and Mr. C. W. H. Weaver, representing the International Labour Organisations.

A full account of the Session will be given in a subsequent number of this Summary.

operation. The Supervisory Body pointed out that the inconvenience caused thereby to the Governments concerned would have been obviated if complete estimates had been furnished from the outset. For the smooth working of the Convention it was held to be necessary that estimates should provide for all the drugs which are likely to be needed during the year in question.

In previous statements the Supervisory Body commented on the difficulties attending the examination of figures sent in after August 1st—the date prescribed in the Convention. This year the position was considerably improved; for by August 24th only those of eighteen countries and twenty-three territories had failed to arrive.

In spite of this improvement, the necessity for obtaining explanations or further information in certain cases prevented the Supervisory Body from fully completing its examination of the 1936 estimates.

Under the Convention, these must be issued to Governments by November 1st of each year, and accordingly the Supervisory Body is obliged to conclude its work before October 15th. It thus appears that the interval between the beginning of the Body's session and the date fixed for the issue of the estimates is too short to permit the necessary correspondence with distant Governments. The Body decided to consider how this difficulty could be remedied.

The estimated world requirements of dangerous drugs for 1936 will be communicated to Governments by the Secretary-General on November 1st, and will be made available to the public on December 15th, 1935.

2. REFUGEES.

Meeting of the Inter-Governmental Advisory Commission for Refugees.

The Inter-Governmental Advisory Commis-

sion for Refugees met in Geneva on October 9th and 10th under the chairmanship of M. Raphael (Greece).

Upon the initiative of the Norwegian Government, the Sixteenth Assembly had decided that a committee of enquiry should be appointed to present a report to the Assembly on the question of international assistance to refugees, after collecting all useful evidence and particularly that of the Inter-Governmental Advisory Commission.

This Commission defined its views on the whole of the problem, which is twofold: the general problem of refugees, as cared for by the Nansen International Office and the High Commissioner and that of the better organisation of assistance work.

On the general problem of refugees, the Commission had reached the conclusion that the two radical remedies, repatriation and widespread naturalisation, were at present impossible. For these reasons, it had made a series of recommendations as to the granting of an equitable status, enabling the refugees to gain a livelihood and to adapt themselves progressively to their country of adoption. The problem would lose its acuteness, and the protection of refugees would require merely the existence of a simplified international organisation, if governments would observe these recommendations. But for the present the Commission held that the continuation of international protection was still desirable.

As to the organisation of the assistance work, the Commission recalled the fact that political and legal protection of Russian, Armenian and similar refugees had, since 1930, been undertaken by the League Secretariat.* The commission saw no reason for changing this state of things. It held that the system of political and legal protection might easily be extended

to the refugees cared for by the High Commissioner, without its being necessary to modify existing bodies in any way.

The Commission then outlined the conditions that the body charged with assistance work should fulfil. It should, in the Commission's view, enjoy international authority; be able to obtain adequate funds, enjoy sufficient independence, and co-operate direct with Governments, and with representatives of private and refugee organisations.

The Commission asked M. Antoniade, Senator François, and M. de Reffye to undertake, if required, to give the Committee of Enquiry any further information as to the Commission's views.

The Commission noted that the Convention of 1933 concerning the international status of refugees had been ratified since its last session by Czechoslovakia and Norway.

It elected as members of the Governing Body of the Nansen International Office M. Subbotitch (Yugoslavia) and M. Momtchiloff (Bulgaria), to replace M. Fotitch and M. Antonoff.

The Commission examined a resolution of the Advisory Committee of private organisations for refugees, expressing the hope that the Nansen Office would be maintained and that an opportunity would be given to private organisations to submit their views to the special committee to be set up in accordance with the Assembly resolution.

The meeting of the Commission was attended by: Senator François (Belgium), M. Momtchiloff (Bulgaria), M. Chen Ting (China), Mr. C. A. Edmond (United Kingdom), M. P. de Reffye (France), M. Raphael (Greece), M. Guido Romanelli (Italy), M. Feldmans (Latvia), M. Kulski (Poland), M. Antoniade (Rumania), M. Kunzl-Jizersky (Czechoslovakia), M. Subbotitch (Yugoslavia).

VI.—OBITUARY.

DEATH OF MR. ARTHUR HENDERSON.

The Secretary-General of the League addressed the following telegram to Sir Samuel Hoare on the occasion of the death of Mr. Arthur Henderson, President of the Conference for the Reduction and Limitation of Armaments:

"On behalf of the Secretariat of the League of Nations and in my own name I have the honour to express my grief at the news of the death of Mr. Arthur Henderson, a man who has held high offices in his own country and abroad.

As President of the Disarmament Conference he devoted the closing years of his life to a great cause. He realised the difficulties of the task but never despaired of the issue. His name will be remembered here with affection and respect. I beg you to convey to H.M. Government and to the family of Mr. Henderson my respectful condolences."

The Secretariat of the League was represented at the funeral of Mr. Henderson by the Secretary-General, M. Avenol, the Under Secretary-General, Mr. F. P. Walters, the Director of the Disarmament Section, M. Aghnides, and by Mr. H. R. Cummings, representative of the Secretary-General in London.

* This work is, at the moment, delegated to the Nansen International Office.

VII.—LEGAL AND CONSTITUTIONAL QUESTIONS.

INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

The treaties and international engagements registered by the Secretariat of the League during October include :—

A treaty of friendship between Latvia and Persia (Riga, January 15th, 1929), presented by Latvia ;

A treaty of arbitration between Spain and Panama (Panama, September 22nd, 1930), presented by Spain ;

A commercial agreement between Great Britain and Northern Ireland and Poland (London, February 27th, 1935), presented by the United Kingdom ;

An agreement between Italy and Norway, regulating commercial exchanges between the two countries (Rome, July 2nd, 1935), presented by Norway ;

A convention between Italy and Norway for the settlement of payments resulting from commercial exchanges (Rome, July 2nd, 1935), presented by Norway ;

An exchange of notes between Spain and Sweden, constituting an agreement regarding commercial relations between the two countries (San Sebastian and Madrid, August 23rd, 1935), presented by Sweden ;

An agreement between Belgium and Switzerland regarding the taxation of motor vehicles (Brussels, August 30th, 1935), presented by Belgium ;

An agreement between Austria and Hungary, concerning certain questions of State Loans (Venice, November 27th, 1932), presented by both Governments ;

An agreement between the United States of

America and the Windward Islands for the exchange of parcels by parcel post (Grenada, May 20th, 1935, and Washington, June 21st, 1935), presented by the United States of America ;

A convention between Belgium and Chile regarding the application to the Belgian Congo and to the territory of Ruanda-Urundi of the Extradition Treaty of May 29th, 1899 (Santiago de Chile, February 21st, 1933), presented by Belgium ;

A convention between Denmark and Lithuania regarding the reciprocal extradition of offenders and legal assistance in criminal matters (Kaunas, December 20th, 1934), presented by Denmark ;

An agreement between Latvia and Poland regarding social insurances (Riga, December 20th, 1934), presented by Latvia ;

A convention between Estonia and Sweden concerning air navigation (Tallinn, May 20th, 1935), presented by Sweden ;

An agreement between Denmark and France regarding the mutual communication of extracts from records of criminal courts and of fingerprint records (Paris, September 21st, 1935), presented by Denmark ;

Two agreements between Austria and Hungary, the one concerning certain objects from museums and library collections (Venice, November 27th, 1932), and the other the foundations administered by the former joint Imperial and Royal Authorities, the premises of the Consular Academy, the Embassy Building in London and the Bosnia-Herzegovina assets (Rome, January 12th, 1934), presented by the two Governments.

VIII.—NEW LEAGUE PUBLICATIONS.

I. WORLD TRADE IN ARMS AND AMMUNITION.

The League has just published the Statistical Year Book of the Trade in Arms and Ammunition.

The figures are derived from official sources and relate to the international trade in arms and ammunition and various implements of war or capable of use for war.

The Year Book is divided into three parts. The first gives tables of exports and imports by each country that supplies figures capable of comparison. In the second part, other tables give an alphabetical list of countries with the value in gold dollars of their imports and exports. The third part contains the

statistical data on which the two first parts are based ; these are taken from official and public documents in each country.

2. MONTHLY BULLETIN OF STATISTICS.

The October number of the *Monthly Bulletin of Statistics of the League of Nations*, which has just been published, gives, in addition to the usual tables, information on the central monetary gold reserves of the world, the market value of government bonds and industrial shares in certain countries and general indices of wholesale prices recalculated on uniform base periods.

The total of the world's *visible central gold reserves* (excluding that of the U.S.S.R.), which

fell by some 400 million old gold dollars between the end of February and the end of May, 1935, had increased again by roughly \$300 million on September 30th, when it stood about \$40 million higher than at the end of 1934.

Between the end of December, 1934, and the end of September, 1935, visible gold reserves (in terms of old gold dollars) *dropped* in France by \$399 million, in the Netherlands by \$129 million, in Switzerland by \$103 million, in Italy by \$82 million, in the Netherlands Indies by \$13 million, *i.e.*, in these five countries together by \$720 million. On the other hand, they *increased* in the U.S.A. by \$668 million, in Canada by \$55 million, in the Union of South Africa by \$18 million, in Japan by \$14 million, in Norway by \$14 million, *i.e.*, together by \$769 million. The visible reserves of all other countries declined on balance by \$9 million, the changes in individual cases being of comparatively minor importance.

The *gold value of world trade* in August, 1935, was 1·6 per cent. larger than in August, 1934 (imports +2·3 per cent. and exports +0·9 per cent.).

The gold value of world trade during the eight months January–August, 1935, was almost exactly the same as in the first 8 months of 1934. The decline which took place in the first quarter of 1935, compared with that of 1934, has been counterbalanced by a slight improvement during the period April–August as compared with last year

The indices of *wholesale prices* have shown a marked stability in the majority of countries during 1935, and a slightly rising tendency in others. Prices were practically stable in Germany, Austria, Bulgaria, Hungary, Poland, Czechoslovakia, Chile and Japan, and in most countries in the sterling group. In the United Kingdom prices rose between March and September by about 3 per cent. according to the Board of Trade index and by almost 6 per cent. according to the index of "The Economist." Prices have risen, since December last, in U.S.A. and New Zealand by about 5 per cent., in Yugoslavia by 8 per cent. and in Italy by 18 per cent.

The protracted decline in wholesale prices in the countries of the gold bloc ceased by March, 1935, in Belgium (subsequent to the devaluation of 28 per cent. of the belga), and in Switzerland and Poland and, by July, in France. Since these dates prices have risen by 20·7 per cent. in Belgium (September), 6·8 per cent. in Switzerland (August), 2·8 per cent. in Poland (August) and 3·4 per cent. in France (September). On the other hand, in the Netherlands the decline has continued throughout 1935. In August, prices were about 6 per cent. lower than in December, 1934.

Prices have also fallen in the Argentine and China; in the former by 3·3 per cent. between December, 1934, and July, 1935, and in the latter by 8·8 per cent. between February and September, 1935.

IX.—FORTHCOMING LEAGUE MEETINGS.

November 20th.—Pan-African Health Conference, Johannesburg.

November 25th?—Committee on the Composition of the Council, Geneva.

December 9th.—Financial Committee, Geneva.

December 9th.—Committee of Experts entrusted with the revision of the draft

Convention for the Suppression of the illicit Traffic in Narcotic Drugs, Geneva.

1936.

January 7th.—Committee on the International Repression of Terrorism, Geneva.

April 15th.—Advisory Committee of Experts on Slavery.

PERMANENT COURT OF INTERNATIONAL JUSTICE.*

I. THIRTY-FIFTH SESSION OF THE COURT.

The Thirty-fifth (extraordinary) session of the Court opened on October 28th.

The Court for this session is composed as follows: Sir Cecil Hurst, President (United Kingdom), M. Guerrero, Vice-President (Salvador), Baron Rolin Jaequemyns (Belgium), Count Rostworowski (Poland), MM. Fromageot (France), de Bustamante (Cuba), Altamira (Spain), Anzilotti (Italy), Urrutia (Colombia), Jonkheer van Eysinga (Netherlands), M. Wang (China), and M. Nagaoka (Japan).

M. Negulesco (Rumania) was unable to attend for reasons of health.

The list for the session includes the Case concerning the consistency of certain Danzig legislative decrees with the Constitution of the Free City (see No. 2 below).

At the first public sitting of the session, the President of the Court paid tribute to the memory of Judge Walther Schücking (Germany), who died in August last; and expressed the Court's regret at the resignation of Judge Kellogg (United States of America) in September last. He then welcomed M. Nagaoka who was elected judge by the Council and Assembly of the League of Nations in September, 1935. M. Nagaoka made the solemn declaration provided for in Article 20 of the Statute and Article 5 of the Rules of Court, and was declared duly installed as a judge of the Court.

2. CONSISTENCY OF CERTAIN DANZIG LEGISLATIVE DECREES WITH THE CONSTITUTION OF THE FREE CITY (CASE FOR ADVISORY OPINION).†

The Danzig Government has appointed as its Agent before the Court, Professor Dr.

Wenzel Graf Gleispach (Berlin) and as Counsel, Professor Dr. Grimm (Essen).

At the request of this Government, the time-limit for the filing of the written statement which had originally been fixed to expire on October 22nd, was extended until October 26th, 1935, by an Order made by the President of the Court on October 10th, 1935.

The written statement of the Danzig Government was filed within the time-limit fixed by this Order.

On October 25th the Court also received an "explanatory note" from the authors of the petition, which had led to the submission of the request for an Advisory Opinion from the Court. The authors of the petition had been informed through the Secretary-General of the League of Nations and the High Commissioner of Danzig that the Court would be prepared to receive from them an explanatory note designed to supplement the contents of the petition itself.

At the first hearing in this case (October 30th, 1935), Professor Graf Gleispach referred to the request already submitted to the Court by the Free City for permission to appoint a judge *ad hoc* to sit in the Case. He explained the grounds for this request and prayed the Court to grant it.

At the hearing on October 31st, the President announced that the Court had decided that there was no ground for granting this request. The Court then heard Professor Graf Gleispach and Professor Grimm, who presented the views of Danzig upon the merits of the question.

* This article has been compiled on the basis of information furnished by the Registry of the Court.

† See Monthly Summary 1935, Vol. XV., No. 9, page 232.

LEAGUE OF NATIONS.INFORMATION SECTION.

COUNCIL REPORT

ON THE

DISPUTE BETWEEN ETHIOPIA AND ITALY.

The following report, drawn up in accordance with Article 15, paragraph 4, of the Covenant, by the Council Committee, on October 5th, was adopted by the Council on October 7th, 1935.

PART I.

THE ITALO-ETHIOPIAN DISPUTE BEFORE THE COUNCIL.

SECTION I.

The Walwal Incident.

1. It was at its meeting in January 1935 that the Council, at the request of Ethiopia, first considered the tension in the relations between that country and Italy.

Ethiopian Request of December 14th, 1934.

2. This tension was announced by a telegram from the Ethiopian Government to the Secretary-General, dated December 14th, 1934. Replying to the allegations contained in that telegram, the Italian Government, on December 16th, supplied the information in its possession, reserving the right to make further communications. Until the eve of the Council meeting, the two Governments continued to exchange explanations, both through diplomatic channels and through the intermediary of the Secretary-General. From the various documents communicated to them, the Members of the Council were able to make certain deductions as to the origins of the conflict.

3. It appeared that, from November 23rd, 1934, onwards, incidents had occurred in the Walwal area after the arrival in that area, which contained wells, of the Anglo-Ethiopian Joint Commission for the delimitation of the frontier between Ethiopia and British Somaliland. This Commission, which had instructions to make a survey of the grazing-grounds in the Ethiopian province of Ogaden, and which, from Ado onwards, was accompanied by a strong Ethiopian escort, had found Walwal occupied by an Italian native force. Following various incidents, the Commission had withdrawn on November 25th, without its escort. After its departure, an engagement took place on December 5th between the Italian and Ethiopian troops. Other incidents followed. Each of the two Governments protested to the other, holding it responsible.

4. Ethiopia and Italy were bound, not only by the undertakings in the Covenant of the League of Nations, but also by the provisions of the Treaty of Amity, Conciliation and Arbitration of August 2nd, 1928. Whereas Ethiopia requested the application of the arbitration procedure provided for in Article 5 of that treaty, Italy demanded reparations in the form of apologies from the Governor of Harrar, a salute to the Italian flag, the punishment of the offenders, and compensation for the dead and wounded. The Italian Government considered that the incident of December 5th had occurred in such clear and manifest circumstances that there could be no doubts as to its nature. It was, in the Italian Government's opinion, a sudden and unprovoked attack by the Ethiopians upon an Italian post, and the Government could not see what question there was to submit to arbitration.

5. The Ethiopian Government replied that arbitration was possible on the two following main questions: "(1) there was an Italian aggression first at Walwal and three days later in the interior of Ogaden, notably at Ado and Gerlogubi; (2) Walwal is Ethiopian territory illegally occupied by Italian troops."

6. In support of this latter assertion, the Ethiopian Government appealed to the Italo-Ethiopian Treaty of May 16th, 1908, which had defined the frontier between Ethiopia and Italian Somaliland. Making reference to that treaty, the Ethiopian Government pointed out that Walwal was situated in the Ethiopian province of Ogaden, at about one hundred kilometres from the frontier. The Italian Government maintained, on the other hand, that Walwal belonged to the Italian colony of Somaliland and had been occupied by Italian troops for several years past. It added that, in that region, the frontier had not been demarcated on the ground and that the delimitation work had been broken off in 1911, owing to difficulties raised by the Ethiopian Government. The Italian Government was prepared to resume it "once the Ethiopian Government has given it due satisfaction in compensation for the rights which have been infringed by the flagrant aggression at Walwal, whereby the Ethiopian Government has violated the treaties existing between the two countries and the Covenant of the League of Nations."

7. The controversy was inflamed by mutual accusations regarding the policy of the two countries prior to the Walwal incident. The telegram from the Italian Government, dated December 24th, represented that incident as the most serious of "a lengthy series of attacks carried out . . . in the frontier zone between Italian Somaliland and Ethiopia . . . with a view to disputing, by means of threatening acts, the legality of the presence of Italian detachments in certain frontier localities." The Italian Government added that it possessed ample documentary evidence on this subject. The Ethiopian Government replied that the Walwal incident, "like previous incidents, is due to the Italian policy of gradual encroachment" in an area which could not be described as one "whose sovereignty is indeterminate." According to the Ethiopian Government, that area was "an integral part of Ethiopian territory, even according to the official Italian maps." While taking note of the Italian Government's declaration that it was prepared to resume work on the demarcation of the frontier, the Ethiopian Government could not agree to the preliminary condition attached by Italy to such a resumption: it would not give satisfaction to Italy for the Walwal incident until there had been an enquiry into the responsibility for the incident.

8. By the end of December, the situation had grown worse. The Ethiopian Government alleged that there had been various Italian military operations in the Walwal area, while the Italian Government denied these assertions. On January 3rd, 1935, the Ethiopian Government reported "an Italian aggression against the Ethiopian garrison at Gerlogubi," and requested, in application of Article 11 of the Covenant, that every measure should be taken to safeguard peace.

Council Meeting of January 11th, 1935.

9. At the opening of its session on January 11th, the Council was informed that the Ethiopian Government reserved the right to request that the question be placed on the agenda during that same session. Making reference to Article 11, paragraph 2, of the Covenant, the Ethiopian delegation submitted on January 15th, the request it had foreshadowed. The question was placed on the agenda on the 17th.

Council Resolution of January 19th.

10. The efforts at pacification during this session of the Council led to an agreement between the two Governments, recorded in two letters addressed to the Secretary-General and in a Council resolution taking note of those letters.

The letter from the Italian delegation confirmed the Italian Government's opposition to any intervention by the Council, since direct negotiations had not been broken off.

Proposing in conclusion, that the discussion of the Ethiopian request should be postponed, the Italian delegation stated that:

"The Royal Government, conscious of its good right and prepared as it is and always has been to seek, in conjunction with the Ethiopian Government, for a satisfactory solution of the question—which for its part it does not regard as likely to affect the peaceful relations between the two countries—considers that the discussion of the Abyssinian request would not facilitate in any way the continuance of the direct negotiations with a view to an understanding.

"The settlement of the incident might be advantageously pursued in accordance with Article 5 of the Treaty of 1928 between Italy and Ethiopia, it being understood that, in the interval, all expedient measures will be taken and all useful instructions will be confirmed or given for the avoidance of fresh incidents."

In the letter addressed to the Secretary-General by the Ethiopian delegation, the Ethiopian Government, finding that the Italian Government, like itself, was desirous of conciliation, agreed to the postponement of the discussion to the next session of the Council.

The Council decided to postpone the discussion after having taken note of these letters, in which the representatives of Italy and Ethiopia (1) declared their readiness to pursue the settlement of the incident in conformity with the spirit of the Treaty of Amity of 1928 between Italy and Ethiopia, and with Article 5 of that treaty; (2) pledged themselves to take all expedient measures and to give all instructions which could be of use for the avoidance of fresh incidents.

11. In March, 1935, following this undertaking, the two Governments established a provisional neutral zone in the Walwal area. In the event of any infringement of the provisions agreed upon with regard to that zone, the Ethiopian and Italian officers commanding locally were to consult together with a view to a friendly settlement of any incidents that might occur, though they could always refer to their respective Governments.

12. The establishment of this neutral zone, intended to prevent the recurrence of such incidents as had taken place since the beginning of December, 1934, seemed, at the time, calculated to diminish the tension between the two countries and to facilitate a pacific settlement by the procedure provided for in the Italo-Ethiopian Treaty of 1928.

13. According to the terms of that treaty and of the notes exchanged at the time between the two Governments, the latter, undertaking not to resort to armed force, should, if they could not settle their dispute by direct negotiations, each appoint two arbitrators to seek a solution by

conciliation. If conciliation proved impossible, the two Governments should have recourse to arbitration, in which case the four arbitrators should agree upon the choice of a fifth arbitrator. The procedure provided for by the treaty might thus comprise three stages—direct negotiations, conciliation, arbitration.

Ethiopian Requests of March 16th and 17th.

14. Between January 19th and March 16th, 1935, no communication was made by the parties to the League of Nations. During that period, negotiations had been pursued between the two Governments both on the question of the neutral zone in the Walwal area and with a view to the settlement of their dispute. The communications from the Ethiopian Government dated March 16th and 17th showed, however, that the Ethiopian Government regarded direct negotiations as being at an end. It complained that, in these negotiations, the Italian Government had "proceeded by way of injunctions, demanding reparation before the matter is examined at all," that it had declined the good offices of a third Power, and that it had not replied to "our repeated requests for arbitration on the dispute." This situation, which, it said, was aggravated by the "mobilisation of a class in Italy" and "the continual despatch of troops and war material" to the Italian colonies in East Africa, obliged the Ethiopian Government to demand "full investigation and consideration as provided in Article 15 [of the Covenant], pending the arbitration contemplated by the Treaty of 1928 and the Geneva Agreement of January, 19th 1935."

15. The Italian Government denied that a class had been mobilised, and explained that the despatch of troops was dictated by the necessity of providing for the safety of its colonies. It had been obliged, it said, to take certain preparatory defensive action on account both of the military measures taken on a very much larger scale by Ethiopia, and of the abnormal situation still existing on the frontiers, as demonstrated by repeated incidents, even on other frontiers than those of the Italian colonies. It objected to the application of Article 15 of the Covenant, on the ground that the exchange of notes of January 19th, 1935, had provided for the application of the procedure under the Treaty of 1928. Although, for its part, it did not consider direct negotiations to be at an end, and was still awaiting a reply from Ethiopia to its suggestion that the Italian and Ethiopian documentation regarding the aggression at Walwal should be compared, the Italian Government stated that it was prepared, if the phase of direct negotiations closed without an agreement being reached, and if the Ethiopian Government did the same, to take steps forthwith with a view to the constitution of the Commission provided for in the Treaty of 1928.

Extraordinary Session of the Council, April 15th, 1935.

16. When the Council met in extraordinary session on April 15th, it had to decide whether, as an exceptional measure, the question of the Italo-Ethiopian dispute should be added to the limited agenda of that session, or whether it should remain on the agenda of the ordinary session the following month. The Ethiopian Government, in its recent communications, had called attention to a situation which was, it urged, increasing in gravity. In support of its request for immediate consideration, it referred to a Press report to the effect that several thousand Egyptian labourers were to be sent to Eritrea. These labourers were required for work which, according to the Ethiopian Government, formed part of Italy's military preparations.*

17. During the discussion that took place in the Council on April 15th, the representative of Italy said that his Government, while it considered the continuance of direct negotiations desirable, had informed the Ethiopian Government that it was prepared to embark on the procedure of conciliation and arbitration and to make the necessary arrangements with that Government as to the methods by which the procedure should be carried out. The Ethiopian request, being designed to bring before the Council a dispute which was submitted to a procedure of arbitration agreed upon between the parties, was contrary to the terms of Article 15 of the Covenant.

The Ethiopian representative referred to Articles 2 and 5 of the Treaty of 1928. The Ethiopian Government, taking note of the declaration that the Italian Government was prepared to follow the procedure under Article 5, expressed its desire that that proposal should be immediately put into effect. It proposed that an early date should be fixed by which the two Governments should communicate to each other the names of their arbitrators.

The representative of Italy rejected this suggestion, for which no provision was made in the Conventions in force between the two parties. Adding that this was not the time to refrain from applying the undertakings that had been signed, he signified his Government's intention to put into operation as speedily as possible the procedure provided for in Article 5 of the treaty.

To the United Kingdom representative's suggestion that the arbitrators should be appointed and the terms of reference fixed before the Council's ordinary session in May, the Italian representative replied by repeating his statement.

After this exchange of views, the Council decided that the question should remain on the agenda of its ordinary session in May.

18. Difficulties arose with regard to the application of the procedure of conciliation and arbitration. The Ethiopian Government desired to choose the two arbitrators which it was called

* It was subsequently announced in the Press that the Egyptian labourers would not proceed to Eritrea.

upon to appoint from among the nationals of third Powers. The Italian Government invited the Ethiopian Government to appoint arbitrators of Ethiopian nationality. Moreover, Ethiopia drew attention to "the mobilisation of several classes" in Italy and the despatch of "numerous troops and a large quantity of war material" to Eritrea and Somaliland on the pretext that the Emperor of Ethiopia had "ordered a general mobilisation."

Ordinary Session of the Council, May 20th.

19. When the Council met in ordinary session on May 20th, it received a telegram from the Emperor of Ethiopia denouncing the Italian preparations on the frontiers of the Empire, which he reported to have begun before September, 1934. He also stated that a fresh difficulty had arisen as regards arbitration, Italy objecting to the arbitrators' dealing with the interpretation of the Italo-Ethiopian Treaty of 1908. The Emperor asked the Council to stop the military measures taken by Italy, and to apply Article 15 of the Covenant if the latter should not agree that, in giving a decision on the incidents which had occurred since November 23rd, 1934, the arbitrators could interpret the Treaty of 1908. An *aide-mémoire* by the Ethiopian delegation, dated May 22nd, accompanied by numerous annexes, further outlined the development of the situation since November, 1934, from the Ethiopian point of view.

Council Resolutions of May 25th.

20. At its meeting on May 25th, the Council adopted a resolution with the object of ensuring a settlement of the dispute by the procedure of conciliation and arbitration within a time-limit of three months. It was noted that, direct negotiations through diplomatic channels having been exhausted, the two parties had nominated their arbitrators. The two Governments were in agreement in entrusting to these arbitrators, not only the settlement of the dispute which had arisen between them in consequence of the incident of December 5th, 1934, but also the settlement of the incidents which had occurred since that date on the Italo-Ethiopian frontier. The Italian Government waived its objection concerning the nationality of the arbitrators appointed by the Ethiopian Government; the procedure of conciliation and arbitration was to be concluded by August 25th.

Furthermore, by a second resolution, the Council, while leaving to the two parties full liberty to settle the dispute in accordance with Article 5 of the Italo-Ethiopian Treaty of August 2nd, 1928 decided to meet if, in default of agreement between the four arbitrators for the settlement of the dispute, an understanding should not have been reached by July 25th between these arbitrators as to the selection of the fifth arbitrator (unless the four arbitrators agreed to the extension of this period). It also decided to meet to examine the situation if, on August 25th, the settlement by means of conciliation and arbitration should not have taken place.

The Ethiopian representative recalled that, under Article 2 of the Italo-Ethiopian Treaty of 1928, the two Governments had undertaken "not to engage under any pretext in action calculated to injure or prejudice the independence of the other." He accordingly asked that the Italian Government (1) should abstain "from sending to East Africa additional troops and munitions or additional specialists"; (2) should not use "for the preparation of an attack on Ethiopia the troops munitions and specialists" already sent to East Africa.

In this connection, the representative of Italy stated that the Italian Government, "like any other Government in similar circumstances, cannot allow the measures taken for the legitimate defence of its territory to form the subject of remarks by anyone whomsoever, or that they should be exploited in order to arouse and disturb international public opinion. A few days ago, the head of the Italian Government uttered, on this subject, certain words which are categorical and final" . . . "No authority would wish to interfere in the least degree with our Government's exercise of its sovereignty. By accepting the arbitration procedure, we have demonstrated our determination to respect the undertakings entered into by our two Governments . . . If my Government accepts the conciliation and arbitration procedure, it does so because it intends to conform thereto."

Ethiopian Request of June 19th.

21. On June 19th, the Ethiopian Government pointed out that the Italian Government had not ceased "to send to East Africa troops and munitions of war in large quantities, and that it accompanied these despatches with inflammatory harangues and speeches full of threats to Ethiopia's independence and integrity." It added that the Italian Press is "constantly publishing reports of frontier incidents with the manifest intention of disturbing relations between Italy and Ethiopia," and that the Italian Government refers to "these frontier incidents as confirming its duty to take the most vigorous defensive measures to safeguard its legitimate interests."

Protesting against "these allegations and this attitude," the Ethiopian Government proposed that the Council should appoint immediately neutral observers to proceed to Ethiopia and inspect the frontier districts marching with Italian Somaliland and the other colonies. These observers who would investigate the situation actually existing in the frontier districts, would make an enquiry into all alleged or real incidents and would report to the Council direct.

22. On July 9th, the Council was informed by the Ethiopian Government's agent that the work of the Conciliation Commission had been interrupted. The Italian Government's agent had

objected to the agent of the Ethiopian Government giving explanations regarding the territorial situation at Walwal, on the ground that the terms of arbitration drawn up in agreement between the two Governments related to the *de facto* circumstances of the Walwal incident and of the other incidents which had occurred up to May 25th, to the exclusion of frontier incidents in whole or in part. The two Italian arbitrators had accepted the objection put forward by their Government's agent. The two arbitrators appointed by the Ethiopian Government had considered that it was impossible to forbid the agent of the Ethiopian Government to state the reasons which led him to consider that the Commission, being free to judge of all the circumstances of the incident, might include among those circumstances the "ownership" of Walwal. The Italian arbitrators had proposed a suspension of the proceedings until July 20th, in order to give the two Governments an opportunity of settling the point under dispute meanwhile. On their side, the arbitrators appointed by the Ethiopian Government had declared that the time had come for the four arbitrators to select a fifth arbitrator.

23. As already stated above,* the Council had decided to meet if, failing an agreement between the four arbitrators for the settlement of the dispute, an understanding should not have been reached by July 25th, between these arbitrators, as to the selection of the fifth arbitrator (unless the four arbitrators agreed to the extension of this period). This situation having arisen, the Council was convened in special session on July 31st.

Special Session of the Council: First Resolution of August 3rd.

24. At this session, the Council first of all endeavoured to arrange for a resumption of the work of the Commission of Arbitration and Conciliation. Having studied the notes exchanged between the parties and their declarations made before the Council on May 25th, it considered that the two parties had not agreed that the Commission should examine frontier incidents or give a legal interpretation of the agreements and treaties concerning the frontier, and that this matter therefore did not come within the terms of reference of the Commission. It was always open to the Commission to take into consideration, without entering upon any discussion on the matter, the conviction that was held by the local authorities on either side as to the sovereignty over the place of the incident. The Commission would, however, prejudge the solution of questions which did not fall within its province if it founded its decision on the opinion that Walwal was under the sovereignty either of Italy or of Ethiopia. The Commission had to concern itself solely with the other elements of the dispute. Moreover, the Council took note of the declaration of the two parties to the effect that the four members of the Commission of Conciliation and Arbitration would proceed without delay to designate the fifth arbitrator whose appointment might be necessary for the carrying through of their work. Confident that the procedure would have brought about the settlement of the dispute before September 1st, the Council invited the two Governments to inform it of the results not later than September 4th.

Unanimous Award of the Arbitrators regarding the Walwal incident and the subsequent incidents up to May 25th, 1935.

25. The Council's interpretation of the mission entrusted to the Commission of Conciliation and Arbitration enabled the four Arbitrators to resume their work. Having met once more on August 20th, they appointed M. Nicolas Politis as fifth arbitrator.

26. On August 29th, the intervention of the fifth arbitrator became necessary, the four others having been unable to reach an agreement.

27. The arbitral award was pronounced unanimously on September 3rd.

After a relation of the facts and a summary of the versions of the two parties, the Commission "taking into account the limits of its powers under the resolution adopted by the Council on August 3rd," found:

"(1) That neither the Italian Government nor its agents on the spot can be held responsible in any way for the actual Walwal incident; the allegations brought against them by the Ethiopian Government are disproved in particular by the many precautions taken by them to prevent any incident on the occasion of the assembling at Walwal of Ethiopian regular and irregular troops, and also by the absence of any interest on their part in provoking the engagement of December 5th; and

"(2) That, although the Ethiopian Government also had no reasonable interest in provoking that engagement, its local authorities, by their attitude and particularly by the concentration and maintenance, after the departure of the Anglo-Ethiopian Commission, of numerous troops the proximity of the Italian line at Walwal, may have given the impression that they had aggressive intentions—which would seem to render the Italian version plausible—but that nevertheless it had not been shown that they can be held responsible for the actual incident of December 5th."

As regards the incidents which had occurred subsequently up to May 25th, 1935, between the Italian and Ethiopian forces, the Commission was of the opinion "that in respect of these minor incidents no international responsibility need be involved."

* See paragraph 20, above.

SECTION II.

General Question of Relations between Italy and Ethiopia.

As a result of the arbitral award given on September 3rd, the Walwal incident and the other incidents to which it refers were settled.

But the Council had observed, apart from the immediate effect of these incidents, a growing tension in the relations between Italy and Ethiopia which far exceeded the significance of these purely local occurrences. The question of the Italian and Ethiopian military preparations and that of the insecurity of the frontiers had been raised. It became increasingly clear that profound political differences existed between Italy and Ethiopia.

Council Resolution of August 3rd.

1. Taking this situation into account, the Council, at its meeting on August 3rd, at the same time as it adopted the resolution quoted above with a view to the resumption of arbitral proceedings in the Walwal incident, decided that on September 4th it would undertake a general examination, in their various aspects, of the relations between Italy and Ethiopia. The Italian representative abstained from voting on the second resolution. The Ethiopian representative expressed, on behalf of the Ethiopian Government, the hope that this full and comprehensive examination would enable the Council to establish once and for all, and on a solid basis, permanent, friendly and trustful relations between Ethiopia and Italy.

The Three-Power Negotiations in Paris (August 1935).

2. The United Kingdom and France, which, like Italy, possess colonies bordering on Ethiopia, had from the outset of the dispute done all in their power to promote a peaceful settlement. Apart from the efforts of their representatives on the Council, certain steps had been taken. At the Council meeting on August 3rd, the representative of the United Kingdom announced that conversations would very shortly take place between France, Italy and the United Kingdom. Stating that a *communiqué* had been published that day to that effect,* he announced that he would report at the next meeting of the Council the outcome of the negotiations of the three Powers. The President said that he was sure he was interpreting the wishes of the Council in expressing the hope that these negotiations would be crowned with success.

3. According to the statement made by the United Kingdom representative at the Council meeting on September 4th, the negotiations between the three Powers began at Paris on August 16th, after two days of informal exchanges of views.

The Italian delegate brought forward a certain number of complaints against Ethiopia, and then laid emphasis upon the special interests of his country. In particular, he asked that the predominance of the political and economic interests of Italy in Ethiopia should be recognised. The United Kingdom and French delegates, basing themselves upon those parts of the Italian case which seemed to them capable of being used, then drew up a programme which might serve as a basis of discussion. These suggestions were only of an exploratory nature and were not intended in any degree to commit the Governments concerned.

4. A summary of the Franco-British suggestions submitted to the Council by the United Kingdom representative, in agreement with the French representative, is attached (see Appendix I). These suggestions essentially consisted in a plan of collective assistance to Ethiopia to help her, under the auspices of the League of Nations, to carry out certain reforms. Ethiopia was to accept this plan of her own free will. Assistance would have been afforded by the three limitrophe Powers, but this would not have prevented particular account being taken of the special interests of Italy, without prejudice to the recognised rights of France and the United Kingdom.

5. The suggestions laid before it by the United Kingdom and French Governments having been rejected by the Italian Government, the Paris conversations were adjourned on August 18th.

Council Session, September 1935.

6. When the Council met on September 4th, it found that, although the unanimous award of the arbitrators had settled the Walwal incident and subsequent incidents, the settlement had not restored calm. The tripartite negotiations at Paris had proved unsuccessful, and the tension between Ethiopia and Italy had grown still more serious.

Meeting of September 4th—Presentation of the Italian Government's Memorandum.

7. At the meeting of the Council on September 4th, the representative of the Italian Government presented a detailed memorandum on the situation in Ethiopia, and stated formally that

* The following is the text of the *communiqué*:

"The representatives of the Governments of the United Kingdom, France and Italy, having met together at Geneva on August 1st, 1935;

"In view of the fact that the three Powers, signatories of the treaty on December 13th, 1906, concerning Ethiopia, have already declared themselves ready to enter into negotiations among themselves with a view to facilitating a solution of the differences existing between Italy and Ethiopia:

"Have agreed to open these conversations at the earliest possible date."

"Italy's dignity as a civilised nation would be deeply wounded were she to continue a discussion in the League on a footing of equality with Ethiopia." Italy refused to recognise equality, which was a privilege conferred on Members of the League, to a State which had shown no desire to fulfil its obligations. "There is a close correlation between all the clauses of the League's charter. The justification and counterpart of the guarantees it lays down are to be found in the obligations it imposes; rights involve duties." "The fundamental principle of the Covenant is that a State cannot be admitted to membership of the League—and consequently cannot continue to be a Member—if it does not fulfil—or ceases to fulfil—certain fundamental conditions; it must have a stable Government, an effective political and administrative organisation, and well-defined frontiers." Italy could no longer count upon the clauses of the Treaty of Friendship of 1928 itself, nor could she rely upon purely legal guarantees, to fulfil the duty incumbent upon her of removing once and for all the threat of danger to her own colonies. Since the question affected vital interests and was of primary importance to Italian security and civilisation, the Italian Government would be failing in its most elementary duty did it not cease once and for all to place any confidence in Ethiopia, reserving full liberty to adopt any measures that might become necessary to ensure the safety of its colonies and to safeguard its own interests.

8. The representative of Ethiopia said that he had heard "with great surprise the indictment of Ethiopia by the Italian representative." While stating that the Ethiopian Government desired at once "to protest most strongly against the charges brought against it," he called the Council's attention "to one capital point": "The question is whether, in a few days, a war of extermination will be opened."

Meeting of September 5th—Fresh Ethiopian Request for the application of Article 15 of the Covenant.

9. At the meeting of September 5th, the representative of Ethiopia asked the Council to take the decisions necessary to fulfil "its mission under Article 15, paragraph 3."

Appointment and Proceedings of the Committee of Five.

10. On September 6th, the Council decided to appoint a Committee to make a general examination of Italo-Ethiopian relations and to seek for a pacific settlement. This Committee, consisting of five Members of the Council—Spain (Chairman), the United Kingdom, France, Poland, and Turkey—made suggestions to the two parties on September 18th.

11. These suggestions took into account the facts which constituted a situation for which it was necessary to find a remedy, and also the request for assistance under the auspices of the League which was put forward by the delegate of Ethiopia at the plenary meeting of the Assembly held on September 11th. International assistance to Ethiopia seemed to offer a solution which would be acceptable to both parties; the independence and territorial integrity of Ethiopia would be respected; Italy would have the possibility of resuming, in security, relations with Ethiopia based on good understanding and confident collaboration.

In the plan which it had suggested, the Committee had endeavoured to secure greater tranquility, not merely throughout Ethiopia, but more particularly in the frontier territories of the Empire, and in the agricultural areas where Europeans might be numerous. Furthermore, the Governments of France and the United Kingdom had intimated that they were prepared to facilitate, by common sacrifices, territorial adjustments between Italy and Ethiopia. They also agreed to recognise a special Italian interest in the economic development of Ethiopia.

12. These suggestions of the Committee of Five were accepted by Ethiopia as a basis for negotiation, but were rejected by Italy. The report which the Committee submitted to the Council on September 26th is appended (see Appendix II). To it are attached the Committee's suggestions, a summary of the Italian representative's observations on those suggestions, and the Ethiopian delegation's reply.

Meeting of the Council, September 26th. Preparation of the Report in virtue of Article 15, paragraph 4, of the Covenant.

13. At its meeting on September 26th, the Council was obliged to recognise that the efforts of the Committee of Five had failed. It entrusted to a Committee consisting of all its members except the representatives of the Parties the drafting of the present report with a view to the application of Article 15, paragraph 4, of the Covenant. Since, however, conciliation is always possible until the Council has adopted the report, the Committee of Five remained in being for the purpose of judging, should any suggestions be made to it, whether they might justify a further attempt at conciliation.

* * *

14. After the failure of the attempt at conciliation by the Committee of Five, the Council received a telegram from the Emperor of Ethiopia, dated September 25th, which said that "several months ago we gave orders to our troops along our frontiers to withdraw 30 kilometres from the frontier and to remain there to avoid any incidents that might serve the Italians as a pretext for aggression. The orders have been carried out in full. We remind you of our previous request for the despatch of impartial observers to establish the facts in regard to any aggression or other incident that might occur in order to fix the responsibility therefor. We further ask that the Council should take any other precautions it may think advisable."

To this telegram, the Committee of Thirteen appointed by the Council on September 26th replied that, considering with the most careful attention the request for the despatch of impartial observers, it was examining whether the actual circumstances would permit them to discharge their mission.*

15. At the Council's meeting on September 28th, the President said that he felt that the telegram from the Emperor of Ethiopia should be officially communicated to the Italian representative for any observations he might think fit to make. It was so communicated on the same day in the form of a letter from the President of the Council to the Italian representative. No reply has yet been received.

16. On September 28th, the Emperor of Ethiopia sent a further telegram to the President of the Council. While asserting that Ethiopia would continue to collaborate with the Council for a pacific settlement in accordance with the Covenant, the Emperor drew the Council's most serious attention to the increasing gravity "of the threat of Italian aggression," owing to the continual "despatch of reinforcements and other preparations, despite our pacific attitude." He added that he earnestly begged the Council, "to take as soon as possible all precautions against Italian aggression, since the circumstances had become such that we should fail in our duty if we delayed any longer the general mobilisation necessary to ensure the defence of our country." The contemplated mobilisation would not, he said, affect his previous orders to keep "his troops at a distance from the frontier," and he confirmed his "resolution to co-operate closely with the League of Nations in all circumstances."

17. On October 2nd, the Emperor of Ethiopia informed the Council that Italian troops had violated the Ethiopian frontier in the region south of Mount Mussa Alli, near the frontier of French Somaliland. This region being near the sea and easy of access, the Emperor considered that the Council could obtain confirmation of this violation by sending observers or through the Government of French Somaliland.

On October 3rd, the Italian Government replied that no military movement of Italian detachments had taken place in this region, where as a matter of fact the frontier had not yet been delimited.

18. On October 3rd, the Italian Government informed the Council that the warlike and aggressive spirit in Ethiopia had succeeded in imposing war against Italy and had found its latest and complete expression in the order for general mobilisation announced by the Emperor on September 28th. That order, stated the Italian Government, represented a direct and immediate threat to the Italian troops with the aggravating circumstance of the creation of a neutral zone which, in reality, was only a strategic movement intended to facilitate the assembly and the aggressive preparation of the Ethiopian troops. As a result of the order for general mobilisation, the continual and sanguinary aggression to which Italy had been subjected in the last ten years manifestly involved grave and immediate dangers against which it was essential for elementary reasons of security to take action without delay. Confronted by this situation, the Italian Government found itself obliged to authorise the High Command in Eritrea to take the necessary measures of defence.

19. On October 3rd, the Ethiopian Government informed the Council that Italian military aeroplanes had, that day, bombarded Adowa and Adigrat and that a battle was taking place in the province of Agamè. It added that these facts, occurring in Ethiopian territory, involved a violation of the frontiers of the Empire and a breach of the Covenant by Italian aggression.

PART II.

CIRCUMSTANCES OF THE DISPUTE.

After this historical survey of the efforts made since January, 1935, to arrive at a pacific settlement, it is the Council's duty to deduce, from this survey and from the material before it, the circumstances of the Italo-Ethiopian dispute. The situation is such that the Council cannot wait for the full reply which the Ethiopian Government has promised to the Italian Government's detailed memorandum. The memorandum and its annexes, presented at Geneva in Italian on September 4th, have only just been received at Addis Ababa, and will naturally require protracted study on the part of the Ethiopian authorities.

The results of that study do not, however, seem absolutely essential for a general assessment of Ethiopia's position from the international standpoint, of the importance of the grievances urged by Italy, and of the development of Italo-Ethiopian relations up to the present time.

1. It has already been stated that, in its telegram of December 24th, 1934, the Italian Government represented the Walwal incident as the gravest of "a lengthy series of attacks carried out . . . in the frontier zone between Italian Somaliland and Ethiopia . . . with a view to disputing, by means of threatening acts, the legality of the presence of Italian detachments in certain frontier localities."† Apart from this statement, and the subsequent statements explaining the despatch of troops to East Africa on the ground of the abnormal situation still prevailing on the frontiers and the military

* This examination was immediately undertaken, but the opening of hostilities rendered the despatch of observers useless.

† See Part I above, paragraph 7.

measures taken by Ethiopia, the Italian Government gave the Council, during a period of several months, no indication that it had any other or more serious grievances against Ethiopia.

The Council had hoped that the settlement of the question of the responsibility for the Walwal incident would put an end to the dispute. Various statements (some of which have been referred to above) made by the representative of Italy during the sessions prior to August, 1935, seemed to confirm that hope.

But, at its meeting on August 3rd, the Council found that it would be obliged to undertake the general examination, in its various aspects, of the relations between Italy and Ethiopia.

2. The memorandum which the Italian Government submitted to the Council on September 4th brought other charges against Ethiopia, which have now to be considered.

The memorandum recalls the history of the relations between Ethiopia and Italy, with the object of showing that Ethiopia does not fulfil her international obligations; it surveys the situation in Ethiopia itself, in order to prove that that country has not discharged its duties as a Member of the League, nor fulfilled the special undertakings which it contracted at the time of its admission to the League.

3. At the Council meeting on September 4th, 1935, the representative of Italy, when presenting his Government's memorandum, at the same time conveyed to the Council certain declarations by that Government, which opened with the following words: "For nearly fifty years, Italy has patiently and consistently pursued towards Ethiopia a policy of co-operation and friendship aimed at ensuring peaceful conditions in her neighbouring colonies and developing her political and economic relations with that country. Since the advent of the Fascist Government, this policy has been specially active."

4. It is true that a long period of peace between the two countries followed the Treaty of Addis Ababa of October 26th, 1896, whereby Italy recognised "the absolute and unreserved independence of the Ethiopian Empire as a sovereign and independent State."

Treaties defining the Frontiers between Ethiopia and the Italian Colonies.

5. Between 1900 and 1908, the two Governments concluded various treaties for the purpose of defining the frontiers between Ethiopia and the Italian colonies. The Treaty of July 10th, 1900, amended by the note appended to the Anglo-Ethiopian Treaty of March 15th, 1902, fixed the frontier between Ethiopia and the northern part of Eritrea. The Convention of May 16th, 1908, prolonged that frontier as far as the frontier of the French Somali coast.

Another Convention, also signed on May 16th, 1908, defined the frontier between Ethiopia and Italian Somaliland.

* * *

The Klobukowski Treaty.

6. By the operation of the most-favoured-nation clause, and subsequently in virtue of Article 4 of the Italo-Ethiopian Treaty of August 2nd, 1928, the status of Italian nationals and protected persons in Ethiopia is determined by the treaty signed by France and Ethiopia at Addis Ababa on January 10th, 1908.

This treaty, frequently called the Klobukowski Treaty, provides for freedom to enter and reside in the country, to own property in accordance with the customs of the country, and to engage in trade, industry, and agriculture, for the nationals and protected persons of the two States. It determines the Customs duties which may be imposed in Ethiopia on French goods. It secures most-favoured-nation treatment to French nationals and protected persons. Lastly, it defines the jurisdictional privileges of French nationals in Ethiopia.

* * *

Treaties concerning Ethiopia concluded by Italy with Other Powers.

7. In the statement of the facts of the dispute, it is necessary to mention certain treaties concluded by Italy with third Powers—treaties to which Ethiopia is not a party. The Italian memorandum (page 38) quotes, in this connection, the Italo-British Protocols of March 24th, 1891, April 15th, 1891, and May 5th, 1894, the Italo-Franco-British Agreement signed in London on December 13th, 1906, and the Italo-British exchange of notes of December 14th–20th, 1925. These agreements, it says, divide the territory of Ethiopia into several spheres of influence and recognise that the largest share belongs to Italy.

8. The most important of these instruments is the Tripartite Agreement of 1906. The representatives of the signatory Powers of that treaty, who have participated in the drafting of the present report analyse the aforesaid treaty as follows:

The three Powers observe that it is their "common interest" to "maintain intact the integrity of Ethiopia" and accordingly "agree to maintain the political and territorial *status quo* in Ethiopia as determined by the state of affairs at present existing" and by the agreements concluded by those Powers; these agreements are enumerated in Article 1, which adds that they "do not in any way infringe the sovereign rights of the Emperor of Abyssinia, and in no respect modify the relations between the three Powers and the Ethiopian Empire as stipulated in the present agreement."

In case any events should disturb the *status quo*—and the events contemplated at the time of the conclusion of the treaty were internal events—the three Powers agree to “make every effort to preserve the integrity of Ethiopia,” and add that, “in any case, they shall concert together . . . to safeguard” the interests of Great Britain, Egypt, and France in certain specified zones, and “the interests of Italy in Ethiopia as regards Erythræa and Somaliland (including the Benadir), more especially with reference to the hinterland of her possessions and the territorial connection between them to the west of Addis Ababa.”

9. As for the exchange of notes of December 1925 between Italy and the United Kingdom,* which the Italian memorandum (page 38) represents as confirming the Agreement of 1906,† it defines the respective spheres of economic influence in Ethiopia. Similarly, the Franco-Italian agreement concluded in Rome on January 7th, 1935, defines and limits French economic interests in Ethiopia.

10. The Italian memorandum, which invokes these agreements (page 38) does not represent them as acts leading up to a partition of Ethiopia. The other signatories agree on this point and in particular invoke in this connection that the Agreement of 1906, while recognising that Italy has important economic interests in Ethiopia, reserves completely the sovereign rights of the Emperor and prescribes the maintenance of the political and territorial status quo in Ethiopia as also of its integrity. If such an interpretation were nevertheless put forward, it would conflict with Article 10 of the Covenant, which is binding upon the signatories of the Agreement of 1906, and to the benefits of which Ethiopia is entitled since she has been a Member of the League; and consequently, in accordance with Article 20 of the Covenant, the Agreement of 1906 would fall to the ground so far as such a contradiction existed.

It is perfectly clear that these agreements involve obligations upon the signatory States only, and not upon Ethiopia‡ or any other Member of the League.

* * *

Admission of Ethiopia to the League of Nations, September 1923.

11. The admission of Ethiopia to the League of Nations, with Italy's support, is indeed a factor of obvious importance in the development of the relations between the two countries and their mutual obligations.

Ethiopia was unanimously admitted in 1923, on the report of the Sixth Committee of the Assembly. To this report was annexed that of the Sub-Committee|| which had studied the Ethiopian Government's request. This Sub-Committee had considered whether the Empire fulfilled the requisite conditions for being admitted to the League. To the question whether it possessed a stable Government and well-defined frontiers, the Sub-Committee replied in the affirmative. To the question whether it was fully self-governing, it replied that, although it found itself unable to determine exactly the extent of the effective control of the central authority over the provinces remote from the capital, it was of opinion that Abyssinia was fully self-governed. As regards the question, “What have been the acts and declarations of Abyssinia as regards her international engagements?” the Sub-Committee took note of a telegram from the Heir to the Throne of Ethiopia (the present Emperor), dated August 1st, 1923, containing the following declaration:

“The Abyssinian Government is prepared to accept the conditions laid down in Article 1 of the Covenant and to carry out all obligations incumbent on Members of the League of Nations.”

The report continued as follows:

“The Sub-Committee notes that Abyssinia has, by this declaration, given proof of her good-will with regard to the fulfilment of her international engagements. In order to assist Abyssinia to overcome the difficulties which may in the past have been the obstacles to such fulfilment, the Sub-Committee recommends to the Committee that, before giving its opinion to the Assembly regarding the admission of Abyssinia, it should request Abyssinia to sign the following declaration:

“The Empire of Abyssinia, following the example of other sovereign States which have given special undertakings on the occasion of their admission to the League of Nations, makes the following declaration:

* Regarding this exchange of notes, see below, paragraph 13.

† It is recorded in the exchange of letters between Italy and the United Kingdom of December, 1925, that the object of the Agreement of 1906 “is to maintain the *status quo* in Ethiopia on the basis of the international instruments indicated in Article 1 thereof and the co-ordination of the action of the signatory States to protect their respective interests so that they should not suffer prejudice.”

‡ In July, 1906, the draft of the Tripartite Agreement was communicated to Menelik II, and his consent was requested. He reserved his right to consider the matter at length. On December 5th, on the advice of the agents of the three Powers, he handed them an acknowledgment of receipt. The treaty was signed in London a week later. (See, in particular, the Diplomatic Documents relating to Ethiopian Affairs published by the Ministry for Foreign Affairs of the French Republic, Paris, 1907.)

|| This Sub-Committee consisted of the representatives of the United Kingdom, Finland, France, Italy, Latvia, Persia and Roumania.

“1. Abyssinia adheres to the obligations formulated in Article II, paragraph I, of the Convention signed at Saint-Germain-en-Laye on September 10th, 1919, amending the General Act of Berlin, dated February 26th, 1885, and the General Act and Declaration of Brussels, dated July 2nd, 1890.

“2. Abyssinia, recognising as binding the system at present established with regard to the importation of arms and ammunition, undertakes to conform to the principles set forth in the Convention and Protocol signed at Saint-Germain-en-Laye on September 10th, 1919, and in particular to the stipulations contained in Article VI of the said Convention.

“3. Abyssinia declares herself ready now and hereafter to furnish the Council with any information which it may require, and to take into consideration any recommendations which the Council may make with regard to the fulfilment of these obligations, in which she recognises that the League of Nations is concerned.”

12. This declaration, signed by Ethiopia at the time of her admission to the League, constitutes a special obligation for that country. It should be noted that, until September 4th last, no Member of the Council felt it necessary to refer to the special obligations thus assumed by Ethiopia. Since 1923, no proposal has been submitted to the effect that the Council should make recommendations to the Ethiopian Government regarding the execution of these obligations.

Exchange of Notes between the Governments of the United Kingdom and Italy, December 1925.

13. The Governments of the United Kingdom and Italy exchanged notes in December 1925 regarding their interests in Ethiopia. These notes constituted an agreement between the two Governments to support each other with a view to obtaining a concession for the British Government to undertake the conservancy of the waters of Lake Tsana and for the Italian Government to construct a railway connecting Eritrea with Italian Somaliland through Ethiopia.

On June 19th, 1926, the Ethiopian Government communicated to the Members of the League a protest concerning this exchange of notes and informed them that it could not accept the agreement recorded therein.

On August 3rd, 1926, the United Kingdom Government informed the Secretary-General that there was nothing in the notes to suggest coercion or the exercise of pressure on the Ethiopian Government. The Ethiopian Government had a perfect right to judge what was in the interest of Ethiopia.

In the letter of August 7th, 1926, addressed to the Secretary-General, the Italian Government explained that it had been the more surprised by the note sent by the Ethiopian Government to the Members of the League in that the Italian representative in Addis Ababa had clearly pointed out to the Ethiopian Government that the notes from the Italian and United Kingdom Governments merely constituted an agreement as to procedure concluded by those two Governments with a view to co-ordinating certain economic interests, but that the application, in actual practice, of that agreement was naturally subject to the decisions of the Ethiopian Government and the latter's recognition that these interests were in keeping with those of Ethiopia and would be beneficial to the country's economic and civil progress.

The letter sent by the Italian Minister at Addis Ababa to the Ethiopian Government on June 9th, 1926, and attached by that Government to the communication which it sent on June 19th to the Secretary-General, contained the following statement:

“On behalf of my Government, I have the honour to confirm to Your Highness that the agreement referred to is of a purely economic character, and, so far from being designed to infringe (injure) the sovereign rights of the Abyssinian Government, constitutes a further proof of the friendly intentions of Italy and Great Britain towards the Abyssinian Empire, which remains entirely free to grant or refuse any requests in connection with economic questions which either of the two Governments may make.”

On September 4th, 1926, the Ethiopian Government informed the Members of the League that, far from having given any undertaking whatever in this matter to the two Powers concerned, it retained, as the British and Italian Governments themselves had stated, full and complete freedom to decide as to any request which might be made to it, and had a perfect right to judge what was in the interests of Ethiopia.

* * *

The whole of the correspondence relating to this question was published in the *Official Journal* of the League (November 1926).

Treaty of Amity, Conciliation and Arbitration between Ethiopia and Italy, dated August 2nd, 1928.

14. On August 2nd, 1928, Italy and Ethiopia signed a Treaty of Amity, Conciliation and Arbitration. In this treaty, the two Powers promise each other “constant peace and perpetual friendship” (Article 1) and mutually undertake “not to engage, under any pretext, in action calculated to injure or prejudice the independence” of the other party (Article 2) and to develop and promote trade between the two countries (Article 3). The Governments undertake “to submit to a procedure of conciliation and arbitration disputes which may arise between them and which it may not have been possible to settle by ordinary diplomatic methods, without having recourse to armed force” (Article 5).

This Treaty of August 2nd, 1928, was invoked by Ethiopia after the Walwal incident and made it possible to settle this incident by arbitration after the difficulties related in Part I of the present report.

Road Convention between Ethiopia and Italy dated August 2nd, 1928.

15. At the same time as the Treaty of Amity, Conciliation and Arbitration, a Road Convention was signed, the main provisions of which were as follows:

1. The Ethiopian Government and the Italian Government undertake to construct, each on its own territory, a motor-road between Assab, a port in Eritrea, and Dessieh, a locality situated at the foot of the central Ethiopian massif. (The distance between these two points is about 270 kilometres, of which 70 are on the Italian side and 200 on the Ethiopian side.)
2. A monopoly for the transport of goods and passengers on this road was to be granted to an Italo-Ethiopian company in which the Addis Ababa Government reserved the right to direct participation.
3. The Italian Government conceded to the Ethiopian Government, for a period of 130 years at an annual rental of one thaler, a free zone of 6,000 square metres in the port of Assab. It promised to give friendly consideration to such requests for an extension of the area as might be submitted to it subsequently.
4. The Ethiopian Government was to have the right to erect warehouses in the free zone and, generally speaking, all other buildings it might require. It might, if it desired, build and connect up with the warehouses a wharf alongside which the vessels of the Ethiopian Government and the merchant-vessels of other States might moor.

Treaty of August 21st, 1930, between Ethiopia, France, the United Kingdom and Italy concerning the Importation of Arms.

16. To terminate this survey of undertakings in regard to Ethiopia, mention should be made of the treaty which Ethiopia, France, the United Kingdom and Italy signed on August 21st, 1930, for the regulation of the importation of arms and ammunition and war material into Ethiopia.

In the preamble to this treaty, the Powers refer to the "obligation entered into by Ethiopia, on admission as a Member of the League of Nations, to comply, as regards the importation of arms and ammunition, with the principles laid down in the Convention" of Saint-Germain-en-Laye of September 10th, 1919, and with the Convention for the Supervision of the International Trade in Arms and Ammunition and in War Material, signed at Geneva on June 17th, 1925.

It is explained that the object of the supervision of the trade in arms in Ethiopia and in the contiguous territories is, on the one hand, to enable the Emperor to obtain the necessary arms "both for the defence of his territory against external aggression and for the maintenance of public order within the country" and, on the other hand, to prevent the danger to peace ensuing both for Ethiopia and for the contiguous territories from any purchase of arms by unauthorised persons.

Finally, in the preamble to this treaty the four Powers express their desire "to conform to the principles contained both in the Covenant of the League of Nations, more particularly as regards respect for and the preservation of the territorial integrity and political independence of the Members of the League of Nations, and in the General Pact for the Renunciation of War, signed at Paris on August 27th, 1928, to which Covenant and Pact the above-mentioned four Powers are signatories."

The treaty provides, *inter alia*, that arms and ammunition and war material may only be imported at the request or with the authorisation of the Emperor; for their part, France, the United Kingdom and Italy undertake to permit the transit of these articles across their neighbouring possessions when the conditions laid down in the treaty have been fulfilled. The treaty prescribes certain measures of supervision and the exchange of information.

* * *

17. This survey of international undertakings calls, in conclusion, for the following observations:

Ethiopia has been admitted into the League of Nations and thus enjoys the rights and is bound by the obligations of Members of the League. Ethiopia is a party to the General Pact for the Renunciation of War, signed at Paris on August 27th, 1928. As from September 18th, 1934, she renewed for two years her acceptance of the optional clause of the Statute of the Permanent Court of International Justice. The Covenant of the League of Nations, the Pact of Paris, the Italo-Ethiopian Treaty of Friendship, Conciliation and Arbitration of August 2nd, 1928, conceived in the same spirit as these two pacts, and the optional clause of the Statute of the Permanent Court of International Justice are, for Ethiopia and for Italy, solemn undertakings which exclude resort to arms for the settlement of disputes between these two countries.

With regard to the special undertaking subscribed to by Ethiopia on her entry into the League of Nations, it should be noted that, in accordance with the terms of the declaration she signed, "the fulfilment of these obligations is, she recognises, a matter in which the League of Nations is con-

cerned," and that, while other countries retain the right to draw the Council's attention to a violation of Ethiopia's special undertakings, the Council alone is competent to examine the matter and make recommendations to the Ethiopian Government.

* * *

18. The memorandum handed in by the Italian Government on September 4th last sets out complaints against Ethiopia which may be grouped under the three following headings: insecurity of the frontiers; non-fulfilment of the obligations contracted by the Empire on its entry into the League of Nations (slavery, traffic in arms); disturbed internal situation which precluded the fulfilment of the terms of the treaties concerning the status of foreigners and makes it impossible to satisfy the economic interests of Italy.

19. According to the preliminary observations submitted on September 14th by the Ethiopian delegation, it would be necessary to subject to a searching and impartial enquiry the facts invoked by the Italian Government and the accompanying explanations and commentaries. The events which have taken place while this report was being drafted by the Committee make it impossible for the Council now to consider the possibility of such an enquiry. The Council is, however, in a position to establish a certain number of points in connection with the complaints of the Italian Government.

20. As regards the insecurity of the frontiers of Ethiopia, the Council can refer to the evidence of the two other European Powers which, like Italy, possess territories contiguous with Ethiopia. On the frontiers of these territories, there have also occurred raids and incidents affecting the interests of these Powers. They have settled these incidents by diplomatic methods. They have taken account of the fact that, in the present condition of Ethiopia and Ethiopian administration, the almost total absence of communications and the great difficulty of ensuring the application by the subordinate provincial authorities of the policy of the Central Government at Addis Ababa had prevented the Emperor, in spite of his sincerest intentions, from carrying out the necessary reforms by his own unaided efforts. These incidents and raids along the frontiers of Ethiopia were not in the nature of an aggression sought for or encouraged by the Central Government.

Of the three Governments of the contiguous Powers, none has at any time laid any of these incidents before the Council.

As regards the non-observance of the obligations assumed by Ethiopia when she entered the League of Nations, the reports of the competent organs of the League on the subject of slavery show that comparatively little real progress has been made in the direction of its abolition, although the Emperor has done all that lay in his power.

With reference to the arms traffic, Ethiopia, as mentioned above, concluded in 1930 a treaty with France, the United Kingdom and Italy. Although the application of that treaty has given rise to complaints on the part of those three Powers, there is no reason to believe that the Ethiopian Government deliberately or systematically violated its essential provisions.

As to the internal state of Ethiopia, the Governments which, in 1923, supported Ethiopia's request for admission to the League were aware of the internal situation of the Empire at that time. The Minutes of the Sixth Committee of the Assembly show that those Governments considered that the entry of Ethiopia into the League would not only afford her a further guarantee for the maintenance of her territorial integrity and independence, but would help her to reach a higher level of civilisation. There does not appear to be more disorder and insecurity in Ethiopia to-day than was the case in 1923. On the contrary, the country is better organised and the central authority is better obeyed.

21. Whatever may have been its grievances against Ethiopia, the Italian Government had not, previously to September 4th last, submitted them to the organs of the League. Had they been laid before it, the Council would certainly have endeavoured to remedy the situation. Moreover, after the entry into force of the Italo-Ethiopian Treaty of August 2nd, 1928, Italy could, if she preferred it, have recourse for all litigious questions to the procedure of conciliation and arbitration provided for in Article 5 of that treaty. At the request of Ethiopia, that procedure was applied for the settlement of the Walwal affair. Italy, declaring at the outset that she was the victim of an aggression, demanded apologies and compensation without any previous enquiry.* She agreed later that the procedure of arbitration should follow its course.

22. The appropriate method of helping the Ethiopian Government to make more rapid progress in the matter of internal reforms is to co-operate with it and assist it, so that it may be in a position resolutely to embark upon the constructive action required, not only to improve the lot of the Ethiopian people and to develop the natural resources of the country, but also to enable the Empire to live in harmony with its neighbours. This the Ethiopian Government itself realises. At the plenary meeting of the Assembly on September 11th, 1935, its delegate requested the co-operation of the League with a view to raising the economic, financial and political level of the Empire. As mentioned above, this request was taken into consideration by the Committee of Five in drawing up its scheme of assistance to Ethiopia.

* See Part I, paragraph 4.

23. The suggestions of the Committee of Five were accepted, in principle, by the Ethiopian Government. If they were rejected by the Italian Government, it was "inasmuch as they did not offer a minimum basis sufficient for conclusive realisation which would finally and effectively take into account the rights and the vital interests of Italy." In his oral observations, the Italian representative complained that the Committee of Five had completely neglected "the Italian reasons based on treaties, historical facts, the defence of the Italian colonies and Italy's mission in Africa." The Committee of Five, he added, should have taken account of "the peculiar situation of Italy in Ethiopia in consequence of the Tripartite Treaty of 1906 and the previous agreements which form an integral part thereof . . . It ought to have considered the territorial rights granted to Italy by Article 4, paragraph (b), of the Tripartite Treaty—i.e., the right to a junction between the Italian colonies of Eritrea and Somaliland to the west of Addis Ababa." Moreover "the different peoples which are subject to the tyranny of Abyssinia and live on the frontiers of the country under inhuman conditions" should have been rescued therefrom.

The Committee of Five's plan had necessarily to be based upon the principles of the Covenant, of the Pact of Paris and also of the treaties which Italy had concluded with Ethiopia, more particularly the Treaty of Amity of 1928. Any solution of the problem of Italo-Ethiopian relations had to be founded on the respect due to the independence, territorial integrity and security of all the States Members of the League.

24. The Italian memorandum was laid on the Council table on September 4th, 1935, whereas Ethiopia's first appeal to the Council had been made on December 14th, 1934. In the interval between these two dates, the Italian Government opposed the consideration of the question by the Council on the ground that the only appropriate procedure was that provided for in the Italo-Ethiopian Treaty of 1928. Throughout the whole of that period, moreover, the despatch of Italian troops to East Africa was proceeding. These shipments of troops were represented to the Council by the Italian Government as necessary for the defence of its colonies menaced by Ethiopia's military preparations. Ethiopia, on the contrary, drew attention to the official pronouncements made in Italy which, in its opinion, left no doubt "as to the hostile intentions of the Italian Government."

25. From the outset of the dispute, the Ethiopian Government has sought a settlement by peaceful means. It has appealed to the procedures of the Covenant. The Italian Government desiring to keep strictly to the procedure of the Italo-Ethiopian Treaty of 1928, the Ethiopian Government assented; it invariably stated that it would faithfully carry out the arbitral award, even if the decision went against it. It agreed that the question of the ownership of Walwal should not be dealt with by the arbitrators, because the Italian Government would not agree to such a course. It asked the Council to despatch neutral observers and offered to lend itself to any enquiries upon which the Council might decide.

26. Once the Walwal dispute had been settled by arbitration, however, the Italian Government submitted its detailed memorandum to the Council in support of its claim to liberty of action. It asserted that a case like that of Ethiopia cannot be settled by the means provided by the Covenant.

It stated that, "since this question affects vital interests and is of primary importance to Italian security and civilisation," it "would be failing in its most elementary duty, did it not cease once and for all to place any confidence in Ethiopia, reserving full liberty to adopt any measures that may become necessary to ensure the safety of its colonies and to safeguard its own interests."*

* * *

Such are the circumstances in which hostilities have broken out between Ethiopia and Italy.

Having thus stated the facts of the dispute, the Council should now, in accordance with Article 15 of the Covenant, make known "the recommendations which are deemed just and proper in regard thereto."

The facts brought to its knowledge since its last meeting by the two parties make it first and foremost the urgent duty of the Council to draw attention to the obligation of conforming to the provisions of the Covenant. For the time being, the only recommendation which it makes is that any violation of the Covenant should immediately be brought to an end.

The Council reserves the right to make subsequently such other recommendations as it may consider advisable.

APPENDIX I.

SUMMARY OF THE FRANCO-BRITISH SUGGESTIONS MADE TO THE ITALIAN GOVERNMENT DURING THE TRIPARTITE NEGOTIATIONS HELD IN PARIS (AUGUST 1935).†

The proposals in question may be summarised as follows:

While not failing to recognise that the situation of Ethiopia might call for extensive reforms;

* Statement by the Italian representative at the Council's meeting on September 4th, 1935.

† Extract from the statement made by the representative of the United Kingdom at the meeting of the Council held on September 4th, 1935.

it seemed to us that these reforms should be freely assented to by Ethiopia in the fullness of her sovereignty and without anything being imposed on her contrary to her independence or her integrity. As a Member of the League of Nations, Ethiopia might appeal to the League for the collaboration and assistance necessary to assure the economic development and administrative reorganisation of the country. France, the United Kingdom and Italy, as limitrophe Powers, would be particularly well qualified to lend this collective assistance, whether a mission for this purpose were entrusted to them by the Council with the assent of Ethiopia or whether the Council of the League of Nations were to be invited to give its approval to a treaty concluded between the three Powers and the Ethiopian Government.

The work of reorganisation was to have extended to the most varied fields of national life, such as economic, financial, commercial and constructional development; foreign settlement, modernisation of administrative services; anti-slavery measures and frontier and other police services. The free activity of foreigners in the economic sphere would have been respected.

On the other hand, the collective character of the assistance would not have prevented particular account being taken of the special interests of Italy, without prejudice to the recognised rights of France and the United Kingdom.

Finally, we did not examine, but we did not in any way exclude, the possibility of territorial adjustments to which Italy and Ethiopia might agree.

This comprehensive programme was rejected by the Italian Government. In these circumstances, and since it had proved impossible to reach any measure of agreement in regard to the programme of the conference, it was decided on August 18th to adjourn.

Series of Publications : 1935.VII.15.

Official No. : C.379.M.191.1935.VII.

APPENDIX II.

REPORT BY THE COMMITTEE OF FIVE TO THE COUNCIL.

[*Translation.*]

Geneva, September 24th, 1935.

At its meeting on September 6th, the Council appointed a Committee "to make a general examination of Italo-Ethiopian relations and to seek for a pacific settlement." As members of this Committee, it appointed the representatives of the United Kingdom, France, Poland, Spain, and Turkey. The Committee set to work immediately. Under the chairmanship of M. DE MADARIAGA (Spain), it held eleven meetings between September 7th and 24th.

At its first meeting, the Committee requested its Chairman to inform the parties that, "conscious of its responsibilities for seeking a pacific settlement of the dispute, it relied upon the Governments concerned to see that nothing was done which might disturb or endanger its work."

The Ethiopian delegation replied that "nobody could appreciate the Committee's recommendation more highly than that delegation."

At the outset of its work, the Committee set up a Sub-Committee under the chairmanship of M. LÓPEZ OLIVÁN to study the documentary material furnished by the Ethiopian and Italian Governments and to submit to it the results of that study.

The Italian Government had communicated a detailed memorandum to the Members of the Council on September 4th. On September 14th, the Ethiopian delegation submitted preliminary observations on this memorandum and announced that its Government reserved the right to forward a full reply based on the study that would be made when the memorandum reached Addis Ababa. The Committee took note of the accusations brought by the Italian Government against Ethiopia, and of the preliminary observations of the Ethiopian delegation. It expressed no opinion on the documents furnished by the two Parties. As an organ of conciliation, the Committee was not called upon to deliver judgment, but to consider a situation and to seek to devise means of remedying it.

The international assistance which Ethiopia, in virtue of her rights under the Covenant was requesting from the League of Nations seemed to offer a solution which would be acceptable to both Parties: the independence and territorial integrity of Ethiopia would be respected; Italy would have the possibility of resuming, in security, relations with Ethiopia based on good understanding and confident collaboration.

Without pronouncing any opinion on the distinction drawn by the Italian Government between the different parts of the Empire, the Committee, in the plan which it suggested (Annex 1), endeavoured to secure greater tranquility, not merely throughout Ethiopia, where the bearing of arms would be strictly regulated by a more efficient police force, but more particularly in the frontier territories of the Empire, in order to safeguard the neighbouring territories against incursions, especially those whose object is the slave traffic, looting or smuggling. Special measures were also contemplated for the security of agricultural areas where Europeans might be numerous and where the local administration might not be sufficiently developed to provide them with adequate protection. The safety of foreign residents was also to be enhanced by the reorganisation of the mixed courts which try cases between foreigners and Ethiopians.

Ethiopia was at the same time to enjoy effective assistance for the purpose of expediting the modernisation—to which her Emperor attaches great importance—of her administration and institutions.

The Committee's note containing the broad outlines of the proposed scheme of assistance was accompanied by certain information furnished by the representatives of France and the United Kingdom. The Governments of those two countries were prepared to facilitate, by common sacrifices, territorial adjustments between Italy and Ethiopia. They also agreed to recognise a special Italian interest in the economic development of Ethiopia. This declaration on the part of the other two neighbouring Powers was made in order to afford to Italy a further assurance that her desire to contribute to the economic development of Ethiopia would receive the highest possible degree of satisfaction.

On September 18th, the Chairman of the Committee communicated to the representatives of Ethiopia and Italy the bases of the scheme of assistance and the information furnished by the representatives of France and the United Kingdom.

On September 22nd, the delegate of Italy informed the Chairman of the Committee that the Italian Government's decision on the suggestions submitted to it was contained in the *communiqué* published on the conclusion of the meeting of the Italian Cabinet on the previous day.

This *communiqué* stated that "the Council of Ministers had taken note of the proposals contained in the report of the Five. It had examined them carefully. The Council of Ministers, while appreciating the attempt made by the Five, had decided to consider these proposals as unacceptable, inasmuch as they did not offer a minimum basis sufficient for conclusive realisations which would finally and effectively take into account the rights and the vital interests of Italy."

The delegate of Italy, in a conversation with the Chairman of the Committee of Five, set forth orally certain observations which explained the attitude taken by the Italian Government in regard to the Committee's suggestions.

A summary—approved by the delegate of Italy—of these observations is attached to the present report (Annex 2).

On September 23rd, the Ethiopian delegation informed the Chairman of the Committee "that it is willing to open negotiations immediately on the basis of the suggestions and communications contained in the note submitted to it on behalf of the Committee of Five."

The text of the letter from the Ethiopian delegation is attached to the present report (Annex 3).

ANNEX 1.

C.375.M.189.1935.VII.

TEXT OF THE NOTE HANDED BY THE CHAIRMAN OF THE COMMITTEE OF FIVE TO THE ETHIOPIAN AND ITALIAN REPRESENTATIVES ON SEPTEMBER 18TH, 1935.

[Translation.]

I.

1. The Committee, which was instructed "to make a general examination of Italo-Ethiopian relations and to seek a pacific settlement," has endeavoured to find a basis of negotiation. In doing so, it has been guided—

- (i) by the obligation of respecting the independence, territorial integrity and security of all States Members of the League;
- (ii) by the necessity of ensuring good neighbourly relations between the States Members of the League.

The Committee expressed no opinion on the documents furnished by the two Parties and confined itself to the facts of a situation which needs to be remedied.

2. On admission to the League, Ethiopia assumed special obligations regarding certain matters—in particular, slavery and the traffic in arms. She declared herself "ready to furnish the Council with any information which it may require, and to take into consideration any recommendations which the Council may make with regard to the fulfilment of these obligations, in which she recognises that the League of Nations is concerned."

3. In his speech at the plenary meeting of the Assembly, on September 11th, 1935, the first delegate of Ethiopia spoke as follows:

"Any suggestion calculated to raise the economic, financial and political level of the nation to which I have the honour to belong, provided it proceeds from the League of Nations and is to be carried out in the actual spirit of the Covenant, will be regarded by Ethiopia as the action of sister nations which have reached a more advanced stage of civilisation and are sincerely desirous of guiding my country in the path of progress. Any proposal of that kind will be welcomed. I am convinced that my country will examine it with the greatest goodwill and with real gratitude."

4. In these circumstances, it appears to be the duty of the League of Nations to offer to extend to the Ethiopian Government collaboration and assistance on a collective international basis, so

as to enable the latter resolutely to undertake the wide measure of constructive action necessary, not only to improve the lot of the Ethiopian people and to develop the natural resources of the country, but also to enable the Empire to live in harmony with its neighbours.

In view of the obligation of every Member of the League to respect the independence of the other Members, any plan of assistance should receive the previous consent of the Ethiopian Government.

A general outline of the form which international assistance to Ethiopia with a view to her administrative reform and economic development might take is given below.

II.

I. CHARTER OF ASSISTANCE.

Recalling work previously done by the League, the Charter of Assistance will take the form of a protocol recording the acceptance by the Ethiopian Government of a plan of reforms drawn up by the Council of the League.

2. PUBLIC SERVICES REQUIRING REORGANISATION.

(1) *Police and Gendarmerie.*

Mission of foreign specialists appointed to organise a corps of police and gendarmerie which will be responsible for :

A. Ensuring the application throughout the Empire of existing or future laws for :

(a) Prohibiting and suppressing slavery ;

(b) Strictly regulating the carrying of arms by persons not belonging to the regular army or to the police and gendarmerie forces.

B. Policing centres in which Europeans reside (Addis Ababa, Diredawa, Harrar).

C. Ensuring security in agricultural areas where Europeans may be numerous and where the local administration may not be sufficiently developed to provide them with adequate protection.

D. Maintaining order in the frontier territories of the Empire so as to safeguard neighbouring territories against incursions, particularly those whose objects are the slave traffic, looting and smuggling.

In the areas referred to under C and D above, the police and gendarmerie mission should participate in general administration to an extent varying according to the standard reached by the local authorities and the nature of the problems to be solved.

(2) *Economic Development.*

A. Possibility for foreigners to participate in the economic development of the country (land tenure, mining regulations, exercise of commercial and industrial activities).

B. Foreign trade ; economic equality on a basis of reciprocity.

C. Public works and communications.

D. Posts, telegraphs and telephones.

(3) *Finance.*

A. Drawing-up of the budget and supervision of State expenditure.

B. Assessment and collection of taxes, fees and dues.

C. Establishment and operation of fiscal monopolies.

D. Studies in connection with the loans which would be required for the development of the country or the carrying out of certain reforms ; if necessary, control of pledges assigned to the service of the loans.

(4) *Other Public Services.*

A. Justice :

Reorganisation of the mixed courts which try cases between foreigners and Ethiopians.
Native Justice.

B. Education.

C. Public Health.

3. INTERNAL STRUCTURE OF THE ORGANISATION FOR ASSISTANCE.

If their mission is to bring results, the foreign specialists, even where not invested with special administrative powers, must be able to rely on the effective co-operation of the Ethiopian authorities whom they are assisting. Furthermore, if their work is to be effectual, it must be co-ordinated.

It would be expedient to provide a central organism, both to co-ordinate the work of the assistance services and to secure for them the necessary support of the Ethiopian Government.

A principal adviser would be placed at the head of each of the four public services or groups of public services mentioned in the previous section.

The principal advisers might either :

(a) Be subordinate to a person who would be both their chief and at the same time the delegate of the League of Nations accredited to the Emperor ; or

(b) Form a commission presided over by one of them, who would be the delegate of the League of Nations.

4. APPOINTMENT OF STAFF.

The delegate of the League and the principal advisers will be appointed by the Council of the League with the agreement of the Emperor.

The agents other than the principal advisers will be appointed by the Emperor on the nomination of the delegate of the League or with his endorsement, according to the nature and importance of their functions.

5. RELATIONS WITH THE LEAGUE.

The delegate or the commission will, whenever necessary and at least once a year, make reports which will be communicated to the Emperor at the same time as they are addressed to the Council of the League.

The Ethiopian Government will submit to the Council any observations it may wish to formulate in regard to these reports.

The reports and observations, if any, will be studied by the Council at the earliest possible date.

6. DURATION OF THE PLAN.

As the work of assistance must be long, it would seem impractical to assign to the plan a relatively brief duration, such as five years. It would, however, be desirable to provide that the plan may be reviewed at the end of five years by the Council of the League, so as to take account of the experience gained during that period.

* * *

The representatives of France and the United Kingdom have informed the Committee of Five that, with a view to contributing to the peaceful settlement of the Italo-Ethiopian dispute, their respective Governments are ready to facilitate territorial adjustments between Italy and Ethiopia by offering Ethiopia, if necessary, certain sacrifices in the region of the Somaliland coast.

In negotiating on this subject, the Governments of the French Republic and of the United Kingdom will take care to obtain from the Ethiopian Government guarantees regarding the execution, in the territories to be acquired by it, of the obligations by which Ethiopia is bound in regard to slavery and to traffic in arms.

The representatives of France and of the United Kingdom have further informed the Committee of Five that their respective Governments, without wishing to impair the existing regime in regard to the treatment of foreigners and in regard to external trade, are prepared to recognise a special Italian interest in the economic development of Ethiopia. Consequently, these Governments will look with favour on the conclusion of economic agreements between Italy and Ethiopia, on condition that the existing rights of French and British nationals and protected persons are respected by the two Parties, and that the recognised interests of France and the United Kingdom under all agreements already in force are safeguarded.

ANNEX 2.

SUMMARY OF THE ORAL OBSERVATIONS OF THE DELEGATE OF ITALY.

[Translation.]

September 22nd, 1935.

I. The Committee of Five has not taken into consideration the specific charges brought by the Italian Government against Ethiopia to the effect that the latter has not fulfilled the obligations which she assumed at the time of her joining the League. Nor has it considered whether Ethiopia is still worthy to belong to the League, when she has not fulfilled those obligations and has openly violated others.

The Committee of Five has not paid sufficient attention to the fact that Ethiopia was admitted to the League on certain special and specified conditions, and that she may be regarded as no longer possessing the status of a Member of the League, inasmuch as she no longer fulfils the conditions to which her membership was indissolubly linked.

II. The memorandum submitted by the Italian Government, after denying, for the reasons given above, Ethiopia's right to discuss matters on a footing of equality with the other Members of the League, calls the Council's attention to the true state of what is described as the Ethiopian Empire and to its internal conditions, which are very different from those that should be required for a State's membership of the League.

The Italian Government's memorandum demonstrated the existence of an essential distinction between the countries of the ancient Amhara stock (central plateau) and the outlying areas conquered by Abyssinia in the last fifty years. Through the misgovernment of their rulers, who exploit them without scruple and use them as sources of supply for the slave-trade, those areas have been reduced to a condition which demands immediate and far-reaching intervention for their rescue; the writ of the Negus does not run there.

III. The Italian memorandum, taken as a whole, shows that if it was to be satisfactorily solved the Ethiopian problem ought to have been put in the following form:

(1) The Abyssinian State properly so called, should be placed in such a position that it can do no injury to its neighbours, and its administration should be reformed so as to raise the country to a higher level of civilisation;

(2) The different peoples which are subject to the tyranny of Abyssinia and live on the frontiers of the country under inhuman conditions should be rescued therefrom.

Those peoples must be safeguarded once for all from the misgovernment of a country which is not, and never will be, able to discharge in respect of them the mission incumbent upon a State that contains peoples of different races.

IV. The proposals of the Committee of Five are limited to offering the Abyssinian State as it now is, an assistance which, though more extensive in certain aspects, does not differ in principle from the assistance that has been offered by the League to other States in temporary difficulties.

In the case of a country where conditions of barbarism are accompanied by a powerful modern armament, international supervision cannot be regarded as a solution answering to the aims that must be pursued both by the League, as a last effort to lift Ethiopia to a higher degree of civilisation, and by Italy, who sees in Ethiopia her special and most dangerous enemy.

V. A case like that of Ethiopia cannot be settled by the means provided by the Covenant because the Covenant does not contemplate the case of countries which, though unworthy and incapable of participation in the League of Nations, continue to claim the rights and to demand the observance of the obligations that such participation involves.

Indeed, the representative of the Italian Government on the Council of the League foresaw on September 4th that the most laudable efforts made within the scope of the Covenant could not bring about a satisfactory solution, and that it was difficult to find a League solution for the Ethiopian problem.

VI. Had some latitude of judgment and elasticity of application been allowed for, even on the lines of such League principles as are embodied in the institution of mandates, the solution of the problem would have been brought nearer. The Committee of Five, however, has not followed this line and bases its solution on the idea of assistance, which is not adequate in Ethiopia's case.

It is true that this assistance also provides for the organisation of the police and gendarmerie services by the despatch of a mission of foreign specialists. But there have already been enough—indeed too many—of these specialists in Ethiopia. All they have done is to raise the armed forces of Ethiopia to a modern degree of efficiency and, consequently, to make Ethiopia more dangerous to her neighbours and particularly to Italy.

This is the more serious since, in the proposals of the Committee of Five, the organisation of the army is left quite free of control.

The fact that the Committee's plan leaves the army entirely in the hands of the Government, although control is imposed on that Government in a number of questions of lesser importance, shows that the plan has not been based on practical criteria, taking realities into account.

VII. The Italian reasons based on treaties, historical facts, the defence of the Italian colonies and Italy's mission in Africa have been completely ignored in the Committee's proposals.

The Committee of Five has not borne in mind the peculiar situation of Italy in Ethiopia in consequence of the Tripartite Treaty of 1906 and the previous agreements which form an integral part thereof.

The statements made by the representatives of France and the United Kingdom allude to territorial adjustments in favour of Italy in exchange for territorial cessions to Ethiopia in the region of the Somaliland coast.

This seems to be a renewal of the proposal which had already been made, to give to Ethiopia an outlet to the sea.

The Italian Government is forced definitely to oppose these proposals, because it has repeatedly denounced the danger of such a solution, which makes Ethiopia into a maritime Power, thus heightening the real threat that she constitutes to Italy.

The Italian Government has always opposed such a possibility. Italy formerly refused an Ethiopian proposal for the exchange of Ogaden for a territorial outlet to the sea through the Italian Colony of Eritrea. The Italian Government is now all the more bound to refuse a proposal for the cession of an outlet to the sea to Ethiopia through the colonies of other Powers. The mere reference

to such a possibility shows that no account has been taken of Italian reasons and the causes that have led to the present conflict, which consists mainly in the fact that Ethiopia constitutes a menace to Italy.

Instead of considering such a proposal, which is not commensurate with the gravity of the situation, the Committee of Five ought to have considered the territorial rights granted to Italy by Article 4, paragraph *b*, of the Tripartite Treaty—*i.e.*, the right to a junction between the Italian Colonies of Eritrea and Somaliland to the west of Addis Ababa.

On the contrary, in the proposals of the Committee of Five, the provisions of the Tripartite Agreement are mentioned only for the purpose of asserting the rights and interests of the other two Powers parties to the Agreement.

VIII. The Governments of France and the United Kingdom recognise that Italy has a special interest in the economic development of Ethiopia. While noting this friendly disposition, Italy observes that the putting of these concessions into effect would remain subordinate to special agreements between Italy and Ethiopia.

But all the reasons that have led to the Italo-Ethiopian conflict and the attitude that Italy finds herself obliged to adopt demonstrate the impossibility of any agreement, even economic, with Ethiopia, in view of that country's incapacity to enter into, and still less to respect, international agreements of any kind whatever.

ANNEX 3.

C.378.M.190.1935.VII.

REPLY OF THE ETHIOPIAN GOVERNMENT TO THE SUGGESTIONS AND COMMUNICATIONS OF THE COMMITTEE OF FIVE.

[Translation.]

Geneva, September 23rd, 1935.

To His Excellency Monsieur de Madariaga,
Chairman of the Committee of Five.

Sir,

I. The Ethiopian Government has considered with the closest attention the suggestions laid before it by Your Excellency on behalf of the Committee of Five, and the communications which the representatives of France and the United Kingdom requested the Committee to convey to Ethiopia, those suggestions and communications being intended to serve as a basis for negotiations.

The Ethiopian Government declares that it is willing to open negotiations immediately on the basis of those suggestions and communications.

In the present circumstances, in which the very fate of the Ethiopian Empire is at stake, the Ethiopian Government thinks it necessary to explain frankly and fairly the interpretation it has placed on the suggestions and communications conveyed to it by the Committee of Five. It is important that there should be no possibility of doubt's being cast, either during the negotiations or thereafter, on the fundamental principles which will dominate the negotiations and whatever solutions may be reached.

II. The Ethiopian Government observes with the keenest satisfaction the principles that have guided the Committee of Five—principles to which the Ethiopian Government has constantly called attention and by which it is entirely prepared to abide—namely:

(1) The respect due to the independence, territorial integrity and security of all States Members of the League;

(2) The necessity for ensuring good neighbourly relations between the States Members of the League.

III. The Ethiopian Government repeats the declarations that have already been made on its behalf during the present session of the Council and the Assembly, that it is firmly resolved to abide by all the undertakings it gave in 1923, when Ethiopia was admitted to the League, more especially in connection with slavery and the arms traffic. In this connection, it would point out that the arms traffic was the subject of the Paris Convention concluded in 1930 between the United Kingdom, Ethiopia, France and Italy, to ensure the execution in Ethiopia of the provisions of the Geneva Convention of 1925.

IV. The Ethiopian Government confirms the declarations made on its behalf both in the Council and in the Assembly in September 1935 regarding its application for the disinterested collaboration and assistance of the League. It looks upon the suggestions of the Committee of Five as a favourable reply to that application. It thanks the Committee for the scheme it has put forward, which, in the view of the Ethiopian Government, may form a suitable basis for a fruitful discussion upon the nature, objects and machinery of such assistance and collaboration.

It takes note of the fundamental principles laid down by the Committee of Five as underlying the whole system of League collaboration and assistance.

More specifically, the Ethiopian Government agrees with the Committee that :

(1) The collaboration and assistance of the League in the present circumstances represent the performance of a duty which the League considers it is bound to discharge in consequence of the request freely addressed to it by Ethiopia in the exercise of her full sovereignty ;

(2) The collaboration and assistance of the League are disinterested, and are intended to enable Ethiopia to attack resolutely the constructive work that is necessary, not only to improve the condition of the Ethiopian people and to develop the natural resources of the country, but also to enable the Empire to live in harmony with all its neighbours ;

(3) Consequently, the assistance and collaboration of the League must be collective and international, those characteristics being of the essence of the collaboration and assistance given to Ethiopia by the League.

V. The Ethiopian Government takes note of the vital principle asserted by the Committee of Five, that it is obligatory upon every Member of the League to respect the independence of other Members and that, consequently, any scheme of assistance and collaboration drawn up by the League can only be drawn up at the request of the State to be assisted, and cannot be put into effect until it has been freely discussed by that State and has received the assent of its Government.

The Ethiopian Government declares that it is in perfect agreement with the Committee of Five on this point.

VI. The Ethiopian Government notes with the keenest satisfaction the manner in which these fundamental principles have been applied by the Committee of Five in regard to the nature, objects and machinery of the League's collective international collaboration and assistance. In particular, the Ethiopian Government regards as an essential part of the scheme the formal recognition of the right of the Emperor of Ethiopia to reject at will any adviser who may not possess his full confidence.

VII. The Ethiopian Government agrees with the Committee of Five that the League's collective international work of assistance and collaboration must cover a long period ; it is therefore advisable to provide for the possibility of reviewing the scheme at the end of five years. The scheme would be so reviewed under the same conditions and in accordance with the same procedure as it was drawn up—that is to say by the Council of the League, at the request of Ethiopia—and should receive the assent of the Ethiopian Government before any executive action is taken.

VIII. In the course of the negotiations, which it agrees to enter into as soon as possible, the Ethiopian Government will announce, as the discussion progresses, any changes, additions or deletions which it may wish the Council to make in the Committee of Five's suggestions, affecting the nature, objects and machinery of the League's collective international collaboration and assistance.

IX. The Ethiopian Government has taken note of the declaration made to it through the Committee of Five by the representatives of France and the United Kingdom of their intention for the purpose of contributing to the peaceful settlement of the Italo-Ethiopian conflict, of facilitating territorial adjustments between Italy and Ethiopia by themselves making, if necessary, certain sacrifices to Ethiopia in the region of the Somali Coast. The Ethiopian Government observes with satisfaction that this proposal is being made to it, not on behalf of the League, which has no status to propose a territorial change, but solely by France and the United Kingdom, with the single object of contributing to the peaceful settlement of the Italo-Ethiopian conflict. The Ethiopian Government repeats its declaration that it is prepared to negotiate a territorial adjustment on the basis of an exchange, on terms advantageous to all parties concerned.

X. The Ethiopian Government has noted the intention expressed by the Governments of France and the United Kingdom, in their respective relations with Italy, of recognising Italy's special interest in the economic development of Ethiopia, without, however, seeking to interfere with the current regime for the treatment of foreigners and foreign trade. Inasmuch as the expression of this intention solely concerns the relations between France, Italy and the United Kingdom, the Ethiopian Government will merely say that, for its own part, it will execute in the spirit in which they were concluded all existing international treaties concerning the treatment of foreigners and foreign trade in its relations with all the Powers that are entitled to claim the benefit thereof. Should the Ethiopian Government hereafter conclude any economic agreements with Italy, such agreements will scrupulously respect all the rights recognised by treaty as belonging to the nationals or protected persons of all the Powers benefiting by the said treaties.

XI. The Ethiopian Government has frankly and sincerely stated the interpretation it places upon the suggestions and communications that have been made to it. It declares that in this spirit it is prepared to open negotiations immediately, with the firm intention of carrying them to a conclusion which will be fair to all the legitimate interests involved.

(Signed) P. TECLÉ-HAWARIATE.

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NOVEMBER, 1935.

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SUPPLEMENT.

REPORT OF THE COUNCIL COMMITTEE OF SIX
ON THE DISPUTE BETWEEN ETHIOPIA AND
ITALY.

All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.

I.—SUMMARY OF THE MONTH.

November, 1935.

During the month of November, the dispute between Italy and Ethiopia was still the main preoccupation of the League.

The Committee appointed to draft measures in application of Article 16 of the Covenant took several decisions with a view to completing and tightening up the sanctions system.

A Committee of Experts was instructed to

give assistance to the Chairman of the Committee of Eighteen in supervising the measures agreed on.

In the Co-ordination Committee, stress was laid by the various representatives on the necessity that, at the same time as sanctions were being applied, the League should continue to make every effort at conciliation with a

view to restoring peace. They emphasised that the spirit of the Covenant required of all that they should endeavour to secure within the framework of the League a fair and friendly settlement of the dispute.

II.—POLITICAL QUESTIONS.*

DISPUTE BETWEEN ITALY AND ETHIOPIA.

The Co-ordination Committee, the Committee of Eighteen and the Sub-Committees set up by the latter met during November to consider the application of the measures adopted against Italy under Article XVI., paragraph 1 of the Covenant.†

The first series of meetings was held between October 1st and November 6th. In particular there was a discussion in the Co-ordination Committee in favour of a continuation of the efforts for a satisfactory settlement of the dispute and for the adoption of various decisions for tightening up the sanctions system.

I. Application of Sanctions.

(a) On November 2nd fifty-two States Members of the League agreed to Proposal I. of the Co-ordination Committee, concerning the export of arms, ammunition and implements of war to Italy or Ethiopia.

Forty-three States had already announced by that date that the measures referred to in that Proposal were actually in force, namely: South Africa, Argentina, Australia, Belgium, United Kingdom, Bulgaria, Canada, Chile, China, Colombia, Cuba, Czechoslovakia, Denmark, Ecuador, Estonia, Finland, France, Greece, India, Iraq, Latvia, Irish Free State, Liberia, Lithuania, Luxemburg, Mexico, Netherlands, Norway, New Zealand, Panama, Peru, Poland, Portugal, Rumania, Siam, Spain, Sweden, Switzerland, Turkey, Union of Soviet Socialist Republics, Uruguay, Venezuela and Yugoslavia.

Of these States, Luxemburg and Switzerland declared that they would apply the embargo on exports both to Italy and to Ethiopia.

Eight countries, Afghanistan, Bolivia, Guatemala, Haiti, Honduras, Iran, Nicaragua and Salvador announced that they accepted Proposal I. Some said that they would shortly take the necessary steps for enforcement and others gave no details on the subject.

The Advisory Committee on Communications and Transit dealt with several questions concerning railways, road traffic, inland, maritime and air navigation, pollution of the sea by oil, national public works, tourist traffic, etc.

Paraguay stated that owing to the domestic situation she could not arrange to obtain legal authority for the application of sanctions.

(b) As regards Proposal II. (financial measures) the Co-ordinating Committee learnt on November 2nd that thirty-nine States Members of the League had taken the necessary steps for the enforcement of the sanctions and that ten others intended to adopt similar measures. The Committee asked all Governments to ensure that the provisions involved by Proposal II. might have full effect by November 18th at latest; also to give information as to decisions taken by them on the subject.

(c) Still on the subject of the financial measures, the Committee of Eighteen, in accordance with instructions from the Co-ordinating Committee voted Proposal II. (a), relating to clearing agreements with Italy. This Proposal, which was forwarded to Governments, requested them (1) to prohibit, as from November 18th, the acceptance of any new deposit of lire into the Italian clearing account in payment for exports to Italy, and to suspend to the extent necessary the operation of any clearing or payments agreement that they may have with Italy; (2) to take, if need be, the requisite steps to ensure that the purchase price of Italian products already imported, or to be imported, in respect of which payment has not yet been made, shall be lodged in a national account, the resources of which will be employed for the settlement of claims arising from their exports.

(d) The Co-ordination Committee ascertained that by November 2nd forty-three States Members had agreed to accept Proposals III. (prohibition of importation of Italian goods) and IV. (embargo on certain exports to Italy) and that six other Governments who, owing to their distance from Geneva, had not yet received the text of these Proposals, had announced that they were ready to consider them favourably.

The Committee therefore fixed November 18th as the date of coming into force of the provisions envisaged in Proposals III. and IV.

At the present moment fifty States have acceded to these Proposals.

* The present number of the Monthly Summary contains, as a supplement, the report submitted to the Council by the Committee of Six, which was omitted from the last issue owing to an oversight.

† See Monthly Summary, Vol. XV., No. 10, page 253.

(e) The Committee of Eighteen afterwards proposed an exception to the general prohibition of the import of Italian goods. This exception relates to the import of books, newspapers and periodicals, maps and cartographical productions or printed or engraved music.

(f) The Committee elaborated a Proposal IV. (a) for the extension of the embargo to consignments of the following commodities to Italy: petroleum, coal, pig-iron, iron and steel. Governments have been asked to state their views as to the desirability of these measures and to the date of their enforcement.

(g) Another proposal was made by the Committee of Eighteen for the prevention of the export of prohibited goods to Italy by indirect means. Governments were asked to take the necessary steps to verify the destination of such products, and those Governments which did not immediately restrict exports of these articles were requested to keep under constant review the volume and direction of such exports and in the event of an abnormal increase, to ensure that these supplies shall be prevented from reaching Italy by indirect routes.

(h) The Committee of Eighteen also concerned itself with contracts in course of execution and with a possible exception to the prohibition of imports from Italy. It was decided that such an exception should be made in the case of contracts for which sums due had been fully paid by November 19th, 1935, the date of adoption of Proposal III. on the prohibition of importation of Italian goods.

The case of contracts in respect of which part payment had been made before that date was also discussed by the Committee, which took the following view:

(a) Exception should be made only in the case of contracts concluded by a State or institution belonging to a State or entirely subject to its administrative control, or for their account, prior to October 19th, 1935, which relate to goods of essential importance to the importing State;

(b) Not less than 20 per cent. of the total sums due under the contract should have been paid by October 19th, 1935;

(c) Contracts stipulating for payment in goods of which the export to Italy is prohibited under Proposal IV. should not have the benefit of the exception in question;

(d) Governments should furnish the Sub-Committee, not later than November 10th, with full details of each contract (nature of goods, total sums due, amount paid prior to October 19th, 1935, and amount outstanding on November 19th, 1935).

(i) The Co-ordination Committee adopted a resolution on outstanding claims. In this the Members of the League participating in the measures taken against Italy consider that the debts now payable by Italy to them under clearing agreements or any other arrangements will remain valid at their present value, notwithstanding any offers of payment in kind that may be made by Italy, and recognise that, on the discontinuance of the measures taken in regard to Italy under Article 16 of the Covenant, they should support one another in order to ensure that Italy discharges her obligations to the creditor States. Furthermore, that, if in the meantime particularly serious losses are sustained by certain States owing to the suspension by Italy of the payment of the aforesaid debts, mutual support will be given in order to make good such losses by all appropriate measures.

The special Committee dealing with the organisation of mutual support provided for in Article 16, paragraph 3, was instructed to draw up the list of claims in question.

* * *

Before the session of the Committee of Eighteen ended, decisions were taken in regard to future procedure, in virtue of which a Sub-Committee met on November 11th, with M. Antoniadu (Rumania) as chairman, to give an opinion as to claims for exemption from the prohibition on importation of Italian goods in respect of certain contracts in course of execution. This Sub-Committee was in favour of granting certain applications made by Belgium, France, Greece, India, Iran, Norway, Poland, Rumania, Siam, Spain and U.S.S.R.

The exceptions thus made amount to a relatively small sum, as compared with the total outstanding; they represent 1½ per cent. of the total of Italian exports for 1934.

* * *

The Committee of Eighteen also decided to set up an Expert Committee to assist the Chairman, M. de Vasconcellos, in verifying the application of the measures proposed under Article 16 of the Covenant.

This Committee met on November 28th and appointed M. Westman (Sweden) as chairman. Experts from the following States sat on the Committee: Belgium, United Kingdom, France, Greece, Netherlands, Poland, Portugal, Rumania, Spain, Sweden, Turkey, U.S.S.R., and Yugoslavia.

The Committee's duty was to look into the information supplied by Governments on the measures taken by them in application of the Co-ordination Committee's proposals, and to

see whether they were in accord with these proposals and whether provision had been made for the application of the latter in all territories, including colonies, protectorates, mandated territories, etc., administered by States taking part in the sanctions.

The Expert Committee set up two Sub-Committees, one on financial and the other on economic measures. These two Sub-Committees were able to announce that the measures proposed by the Co-ordination Committee had been widely applied, but that information from Governments was as yet incomplete. There were certain cases in which the measures taken by Governments could not be regarded as at all points corresponding with the proposals. As regards the application to other than metropolitan territories, this might be considered satisfactory; but owing to the special status of some of these territories, it had not been possible to complete the necessary preliminary measures within the requisite time.

The Sub-Committees heard statements from certain Governments and were thus able to complete their documentary information. As, however, several replies had not arrived by November 30th, the Expert Committee adjourned till December 10th.

* * *

The session of the Committee of Eighteen, which had been fixed for November 29th, was postponed till December 12th. The purpose of this meeting will be to fix the date for the coming into force of the embargo on consignments to Italy of petroleum, coal, pig-iron, iron and steel.

II. *Efforts of Conciliation.*

On November 2nd, the Co-ordination Committee placed on record its views in regard to any attempt at restoring peace. Amongst the speakers in the discussion were the President of the Council of Ministers of France, the Foreign Secretary of the United Kingdom, the Prime Minister of Belgium, the Rumanian Foreign Minister, and the Federal Councillor, Head of the Swiss Political Department.

M. LAVAL (France) spoke as follows:—

"Now that the Co-ordination Committee has fixed the date for the entry into force of certain economic measures, I should like to remind you that, as I have constantly stated to the League, my country is loyally applying the Covenant.

"It will comply with the prescriptions jointly adopted by the various Governments represented here.

"We have all—and I should like to emphasise this point on the very day on which we are taking an important decision—another duty to fulfil, one that is dictated by the spirit of the Covenant. We must endeavour to seek, as speedily as

possible, for an amicable settlement of the dispute. The French Government and the United Kingdom Government are agreed that their co-operation shall be exerted also in this sphere.

"This duty is particularly imperative for France, which, on January 7th last, signed a treaty of friendship with Italy. I shall therefore stubbornly pursue my attempt—from which nothing will deter me—to find elements that might serve as a basis for negotiations. It is thus that I have initiated conversations, though I have never had the slightest intention of putting the results into final shape outside the League. It is only within the framework of the League that proposals can be examined and decisions reached.

"I am convinced that the League will succeed in carrying out its lofty and noble mission of peace, thus fulfilling the hopes of all those who, in every part of the world, have put their faith in it."

Sir SAMUEL HOARE (United Kingdom) made the following declaration:—

"I wish to state, in a few words, and quite simply, what I understand to be the meaning of the decision we are taking to-day. On November 18th, all exports from Italy to those Members of the League participating in the sanction contained in Proposal III. will cease. A Committee will, between now and November 18th, examine certain cases in which it may prove desirable to recommend special treatment. But, whatever the decisions reached by that Committee, the rule itself remains inviolate and will be strictly observed by us all.

"I will only add that it is with great regret that we have been forced to take this action. We felt, however, that for those of us who are determined to uphold the principles of the Covenant and collective security, no other course is possible. If the League is to retain its influence, collective action is inevitable. The object of our action is to shorten the duration of the war. We hope and believe that it will succeed in achieving this purpose. In any case, we shall all of us continue to search for peace and work for peace along lines that are honourable to all concerned.

"I have listened with great sympathy and will full approval to the words uttered by M. Laval. He has accurately expressed what is in the minds of all of us. On the one hand, as loyal Members of the League, we feel it our bounden duty to carry out our obligations and to undertake the duty imposed upon us by the Covenant. On the other hand, we are under a no less insistent obligation to strive for a speedy and honourable settlement of the controversy. It is common talk that, during the last few days, there have been conversations taking place between Rome, Paris and London on the possibilities of such a settlement. There is nothing mysterious or sinister about these discussions. It is the duty of all of us to explore the road of peace. This is what we have been doing and this is what we shall continue to do. Up to the present, the conversations have been nothing more than an exchange of tentative suggestions. They have had, as yet, no positive outcome.

There is therefore nothing to report. If and when these suggestions take a more definite form, we shall take the earliest opportunity to bring them before the Council in the most appropriate manner. Nothing is further from our minds than to make and conclude an agreement behind the back of the League. Nothing is further from our minds than to make an agreement that is not acceptable to all three parties to the controversy. For let us not forget that there are three parties in the controversy—the League, Ethiopia and Italy. At present, there are no proposals that we can bring before the Council and, in view of the great complexity of the problem, it may be some time before any proposals can be made. No one can prophesy whether we shall succeed or fail in our attempt to find a basis of settlement. Of one thing, however, I can assure this Committee: we shall constantly act within the framework of the Covenant and take the earliest practicable opportunity of reporting the results of our endeavours to the Council. It is essential to act in the spirit of impartial justice towards the three parties in the controversy—the League, Italy and Ethiopia.

"I feel sure that everyone in this room will approve of our action and wish well to all who are pursuing the path of an honourable peace."

M. VAN ZEELAND (Belgium) said:—

"To all those who refuse to be disheartened by any noble task, however great the difficulties, the two declarations which we have just heard will appear as an encouragement.

"In both those declarations, we find again a clear affirmation of ideas and resolves that are both just and necessary. The leaders of the United Kingdom and of France alike mean to apply loyally all the provisions of the Covenant and, at the same time, to survey all appropriate paths for hastening the restoration of peace.

"We can only congratulate the responsible statesmen upon the efforts they have made and are continuing to make. But both of them have rightly stressed the fact that results can be achieved only upon the basis of the Covenant, within the framework of the League. That being so, would it not be better to avoid losing a single day?

"The League has just given striking proof of its vigour and its moderation. The measures to give effect to Article 16 have been approved and defined in firm and temperate terms. Some of those measures, which are particularly serious in character, will come into operation automatically after a certain interval, which, it is hoped, will be put to the best possible use by all parties concerned.

"In the circumstances, does it not seem right that efforts towards conciliation should, from this moment, be placed under the auspices and within the framework of the League itself? Since the responsible leaders of two great countries have already devoted a large part of their time and their talents to this task, why should the League not entrust to them the mission of seeking, under its auspices and control and in the spirit of the Covenant, the elements of a solution which the three parties at issue—the League,

Italy and Ethiopia—might find it possible to accept?

"If this suggestion were to meet with the approval of the members of this assembly, I think that the moral position of the League would be still further strengthened and that the chances of peace would be increased."

M. POTESKINE (Union of Soviet Socialist Republics) referred to the political significance of the efforts made within the framework of the League to settle the conflict that had arisen between two Members, equal in rights, but not in strength. He added:—

"True, the war in Africa is continuing; blood is being shed in Ethiopia. But the League has given its verdict on the breach of the Covenant. Its machinery has been set in motion. In a few days, the Members of the League will have to bring into operation measures to promote the cessation of hostilities and the re-establishment of peace on the basis of general security. Since, however, this is the League's first experiment in applying sanctions, certain gaps may still be found. But, if the application of these measures is general, complete and loyal, it may produce a definite result.

"During the framing of these various measures there has been some hesitation at certain points, and even isolated cases of defection, but the enormous majority of the Members of the League have agreed to the sanctions resolutely and immediately. The application of these measures will call for sacrifice, but what price can be too high when we have to defend the interests of peace?

"It is to safeguard the cause of peace now and in the future that the States Members of the League are acting to-day. They are urged on by a spontaneous, a universal, impulse. The peoples who are joining in this movement are stirred by a feeling of solidarity to resist the common peril. The world, it seems, is beginning to realise that peace is indivisible. It is becoming manifest to international public opinion that there is no fundamental difference between a conflict close at hand and a conflict at a distance—in Africa or in Europe. The idea of localising and isolating conflicts inevitably leaves the aggressor free to act as he pleases. It is an imperative necessity to prevent a world catastrophe by nipping it in the bud. The best means of achieving this is collective action—firm, resolute and unanimous. The gravity of the measures upon which we have just decided will perhaps help to strengthen the tendency towards a pacific settlement of the Italo-Ethiopian dispute. It will perhaps facilitate the efforts to attain that end.

"If a friendly settlement, within the framework of the League and consistent with the principles of independence, sovereignty and equality between its Members, could be reached, the Soviet delegation would be the first to express its satisfaction. That would be the best possible outcome. In that event, the present mobilisation of the League might be regarded as a valuable experience for the future. It would serve as an example and a warning to all and would show that the peoples Members of the League

are always ready unanimously and effectively to resist attempts from any quarter to violate world peace."

M. DE MADARIAGA (Spain) observed that a very large number of States had sent in replies to the Proposals and drew the following conclusion :—

" Since the immense majority of these replies are affirmative, we find ourselves in the presence of an imposing demonstration of the solidarity which is implicit in the principle of the League and of the efficacy of the League's work. Further, I am quite sure that I am voicing the feelings of all countries concerned when I say that not one of those which have replied 'Yes' to the proposals we have been obliged to send them has done so light-heartedly; all, I am sure, have replied with heaviness of heart. It is not merely that resolutions have had to be adopted which will cause damage to all countries and very real and serious damage to some; it is not merely that extremely disagreeable decisions have had to be reached in respect of a given country. It is that these decisions have had to be reached in respect of one of the greatest and noblest countries, a country that can boast of an ancient civilisation, that has been one of the greatest contributors to the civilisation of Europe and of the world. I do not claim any special position for my own country in this regard, continuous and strong as are the cultural and racial ties which unite us to Italy. It would be both presumptive and tactless to attribute to Spain a place apart in a psychological situation in which we are all equally concerned.

" What, however, is the meaning of that? It is that more than forty nations have undertaken a heavy task, an onerous duty. It is a fine act of solidarity to begin by accepting the duties of League membership before claiming the rights of that membership. But we must not forget those rights. The rights of the Members of the League which must be borne in mind to-day amount to this: the counterpart of collective action in case of insecurity is collective action for the avoidance of insecurity in the future. It is not enough to come together to heal international ills; we must act together to prevent them.

" Animated by this conception—in my opinion, the central, the essential conception if we have the future of the League in view—I am able wholeheartedly to concur in the proposal made to us by the Prime Minister of Belgium, and I welcome the efforts which have been made with remarkable tenacity, suppleness and vision by the French Prime Minister in conjunction with the United Kingdom Government.

" Our first task is to ensure the maintenance of peace and to restore peace when it has been broken. But peace can only be secured through justice. Our duty therefore is to ensure justice without allowing ourselves to be swayed one way or the other by military events; without allowing ourselves to be swayed by such events either to favour those who may have triumphed by force of arms or to shun consideration of their interests because they have so triumphed; without allowing ourselves to be swayed, for

justice requires calm, and those who momentarily find themselves amid the dust of battle may lose their calm. We who are not amid the dust of battle must not allow ourselves to lose our calm because others may perhaps sometimes lose it. At Geneva, we must proceed to peace through justice, and to justice through calm.

" I therefore support the desire expressed here—I will not speak of a mandate because we have no power to grant one—that our negotiators, the Government of the United Kingdom and the Government of France, who are in a better position than the others, may pursue their praiseworthy efforts with a view to preparing the drafts of plans which will come back here for discussion in the Council, and may lead us to peace.

" We have two guarantees that these preliminary plans will not only remain within the framework of the Covenant, but—what is more important—will be true to its spirit. The first of these is that ultimately the plans will have to be discussed and approved by the Council, and the second that our negotiators, France and the United Kingdom, are the two pillars of the League."

M. TITULESCO (Rumania) on behalf of the Little Entente and the Balkan Entente, made the following statement :—

" The Little Entente and the Balkan Entente have been faithful upholders of the Covenant. They have assumed their political responsibilities courageously and have made sacrifices which will, they hope, be appreciated by the international community to their full extent. But the primary object of the League is to prevent war, and, when war has broken out, to re-establish peace. Thus we can only join with those who, inspired by this noble ideal, are making every effort to restore a just peace between Italy and Ethiopia. But peace, as we conceive it, is peace within the framework of the League and consistent with the fundamental principles of the Covenant. Accordingly, the Little Entente and the Balkan Entente will faithfully support all those who are working for peace through, with and for the League, realising as they do that by persisting in this path they can reconcile their international duty with the sincere friendship which binds them to Italy."

M. MORRA (Switzerland) said :—

" When, on October 10th, in the Assembly of the League, M. Laval delivered the speech which is still fresh in our memory, I ventured, after explaining the position of the Confederation towards the present conflict, to express my very warmest appreciation of the efforts which the President of the Council of Ministers and first delegate of France had made.

" To-day, now that this conference of Governments has succeeded—by an agreement which, notwithstanding various shades of opinion and minor divergencies, is still an admirable achievement—in co-ordinating the efforts relating to sanctions, it seems to me that the words uttered by M. Laval on October 10th acquire a fresh significance and value.

" I was glad, more glad than I can say, to hear the statement which he made to-day,

I felt no less gladness on hearing the distinguished Minister for Foreign Affairs of the United Kingdom; for complete agreement seemed to me to exist between those two declarations, so serious, so important and—I may say without exaggeration—of such historic moment.

"The first delegate of the United Kingdom said that the task to which his Government and he had set their hand—in a manner deserving of the highest praise—was primarily a work of exploration, of investigation. Everyone realised that was bound to be so. But the work of exploration, or investigation, is to continue, and it will lead to the discovery of a just and equitable formula enshrining peace within the framework of the League.

"You will ask me—with every reason—what right the first delegate of Switzerland has to speak at this juncture. Allow me to tell you why. In the first place, we are here at Geneva, in Switzerland, at the seat of the League of Nations. The very *raison d'être* of my country is summed up in two words: freedom and peace. My second reason for speaking is that Switzerland is a neighbour of Italy. The part of Switzerland which borders on Italy is the part which speaks Italian, my mother tongue.

"I cordially endorse the hopes and congratulations so eloquently voiced by the representative of that noble country, Belgium."

M. RUIZ-GUIÑAZÚ (Argentine Republic) spoke as follows:—

"On behalf of the Argentine Government, I warmly associate myself with the hopes just expressed by the representatives of France and the United Kingdom for a pacific solution of the dispute. We wish to see this ideal of peace victorious through conciliation. And precisely because of our traditional friendship with Italy, we long for this legal peace within the framework of the League."

M. KOMARNICKI (Poland) was the next speaker:—

"I need not stress here the importance attached by my Government to a reasonable and equitable settlement of a dispute which has forced us to take the measures adopted to-day towards a country united to our own by the ties of an ancient and loyal friendship. Whatever solution be adopted for concrete cases, I wish to say that, in the presence of the proposals which will be submitted to it, my Government will deem it its duty to study, with due attention and in the light of its obligations, the bases of any arrangement that may be contemplated. It is in this spirit that I have listened to the important statements

made by the representatives of France and the United Kingdom, and I would point out that the previous speakers have very properly emphasised the rôle which devolves on the Council of the League. It will, in particular, be the Council's task to find a solution such as will restore peace. While expressing my sincerest wishes for the full success of the efforts made by France and the United Kingdom in the cause of peace, I must nevertheless point out that our Co-ordination Committee cannot confer a formal mandate on those Powers, the Council being the only body competent to deal with the substance of the problem.

"In conclusion, I venture to hope that the basis of a durable and equitable peace may very speedily be found; that is Poland's most fervent wish."

M. TUDELA (Peru) followed:—

"The present events are undoubtedly of incalculable significance. The Members of the League do not wish that, because the judicial procedure of the Covenant is being applied, it should be assumed that the primary aim of our constitution is being ignored. On behalf of Peru, which has close ties with Italy, I wish to add to the declarations of previous speakers my sincerest and warmest hopes that the noble efforts at present being made by France and the United Kingdom may shortly result in a peaceful, honourable and just settlement of the present dispute."

The CHAIRMAN, M. DE VASCONCELLOS (Portugal) wound up the debate as follows:—

"The Conference of States Members of the League of Nations appointed to co-ordinate measures for the application of Article 16 has just listened to words of peace uttered by speakers of the highest authority. Certain suggestions have been made that the great workers in the cause of peace should continue their action within the framework of the League. It is the Committee's duty to take note of those suggestions, in the certainty that the League itself will encourage these countries in their activities.

"I should be loath to add a single word to the lofty, chivalrous and eloquent speeches which we have heard. The League Assembly and Council have declared that the door of conciliation will always remain wide open; the League is the supreme institution of peace. I feel I am speaking for the Committee in saying that the Members of the League assembled in this Committee note the hope expressed by the first delegate of Belgium and give it their full approval."

III.—TECHNICAL ORGANISATIONS.

1. COMMUNICATIONS AND TRANSIT.

Meeting of the Advisory and Technical Committee.

The Advisory and Technical Committee for Communications and Transit held its nineteenth session at Geneva from November 5th to 9th.

In opening the session, the Chairman, M. Krahe, paid a tribute to the memory of M. Robert Haas who, after a short but active life, had been taken from them in the fullness of his powers; also to three other eminent collaborators of the Communications and Transit Organisation who had recently died: M.

Chaumié in January, 1934, Dr. Elias in August, 1934, and General de Candolle in January, 1935.

The sitting was suspended as a sign of mourning. On the resumption, the President welcomed M. Kirsanoff, appointed by the U.S.S.R. Government, and M. de Blanck y Menocal, appointed by the Cuban Government, as members of the Committee.

The Committee elected as Chairman M. Krbec, and as Vice-Chairman, M. de Castro and M. Nordberg.

* * *

The Committee's agenda included several railway questions, and others relating to road traffic, inland and maritime navigation, air transport, pollution of the sea by oil, co-ordination of transport, national public works, tourist traffic, the representation of Germany on the International Commission of the Danube, etc.

The Advisory and Technical Committee examined the work of its committees and sub-committees which had dealt with these various matters during the past two years.

I. Railways.

The Committee received and adopted the report of the Permanent Committee for Transport by Rail. It stressed the necessity of the prompt ratification and enforcement of the new international Conventions on goods and passenger transport, drawn up at Rome in 1933. One result of this would be that carriage of goods on negotiable transport documents would be possible, an improvement recommended for several years by the competent League bodies.

On the subject of railway frontier traffic, the Advisory and Technical Committee emphasised the importance of the investigation made by the Secretariat and the Permanent Committee for Transport by Rail and begged the Council to forward the results to Governments and invite them to make full use of them when concluding future agreements. The Advisory and Technical Committee also agreed with its Permanent Committee in thinking that owing to differences between individual cases, the original idea of a model Convention should be abandoned.

II. Road Traffic.*

The report of the Permanent Committee on Road Traffic was examined and approved. This Committee had dealt specially with light signals and with certain new road signs.

* See Monthly Summary, Vol. XV., No. 6, page 152.

In accordance with this Committee's conclusions, the Advisory and Technical Committee recommended Governments to adopt the three-colour system of red, green and amber lights at cross-roads where light signals are used: red for "stop," green for "go" and amber to forbid drivers who have not yet entered a cross-road to enter it and to order those who have already entered to clear the cross-road. It also advised the adoption of new signs prohibiting overtaking and the use of sound signals, and asked the Secretary-General of the League to beg the Governments to have regard to these recommendations when framing road signalling regulations, and to take steps, should they think fit, to have them inserted in the International Regulations by means of an addition to the Annexe to the 1931 Convention on the Unification of Road Signals.

The Advisory and Technical Committee also decided to transmit to Governments the Road Traffic Committee's recommendation that Governments parties to the Motor Traffic Convention of 1926 should conform more strictly to the provisions of that Convention as regards the nature, place and illumination of the distinctive nationality sign on motor vehicles. For the Road Traffic Committee had observed that frequently this distinctive sign did not correspond to the instructions.

The Advisory and Technical Committee further decided that a small committee should be set up to elaborate a uniform method of recording statistics of road accidents and their causes.

* * *

Signals at level crossings is a matter which concerns both the Rail and Road Traffic Committees; it was the subject of important discussion in the Advisory Committee, which adopted the report of its special committee that had been instructed to consider an effective international system of signals at level crossings.†

The Advisory and Technical Committee agreed that in the near future a uniform solution ought to be reached, and decided to submit the special committee's proposals to Governments. These proposals divide level crossings into three classes: with gates, without gates but with automatic signalling, and with neither gates nor automatic signalling. The draft proposes a certain number of rules‡ for each of

† See Monthly Summary, Vol. XV., No. 6, page 153.

‡ See Monthly Summary, Vol. XIV., No. 8, page 192.

these classes. In submitting the proposals to Governments, the Advisory Committee asks them whether they would be ready to take part in a Conference to be summoned by the League for the conclusion of an international convention on uniform signals at level crossings.

* * *

On the subject of *compulsory insurance for motorists against third party risks*, the Advisory and Technical Committee received a memorandum from the Secretariat. The question had been studied by the International Institute at Rome for the Unification of Private Law and had been referred by it to a legal committee. The Advisory and Technical Committee instructed its Chairman to take steps to provide for the closest possible collaboration between this Legal Committee and representatives of the Communications and Transit Organisation, seeing that the Legal Committee's work would be closely connected with questions that came within the Organisation's province.

Apart from this co-operation, the Advisory and Technical Committee held that it would be essential for the Legal Committee's findings to be communicated to it in order that it might be in a position to make any necessary comments before they were sent to the Council.

III. *Inland and Maritime Navigation.*

(a) *Uniform buoyage regulations.*

The draft agreement and regulations on the unification of coastal buoyage, drawn up by the Preparatory Committee in London in 1933, was communicated for remarks to Governments of maritime countries. The result has shown that the situation is roughly the same as at the Lisbon Conference in 1931, when a group of States, chiefly European, were ready for an agreement, whilst certain countries, especially those of North America, could not accept the unified rules as proposed.

The Advisory and Technical Committee therefore thought that the summoning of a further Conference would be undesirable. The Chairman was asked to form a committee of experts to draft a new agreement and regulations, with due regard to the amendments and changes proposed. This text would be communicated to Governments which had stated their readiness to conclude an agreement on the lines of the Preparatory Committee's proposals. A Protocol of Signature would be opened for the purpose at Geneva at a date to be fixed later.

(b) *Maritime tonnage measurement.*

At its last session, the Advisory and Technical Committee had instructed the Chairman and

Rapporteur of the Technical Committee on Tonnage Measurement to make a report giving their views on the replies of Governments to the report which the Technical Committee had drawn up. The former report was submitted to the Advisory and Technical Committee.

As the question was still under investigation by certain Governments, the Committee decided that it should be postponed.

(c) *Unification of Regulations for Inland Navigation.*

A consultation of European States has shown that a unification of these regulations on all European waterways could not be considered for the moment.

IV. *Air Transport.*

(a) *Customs exemption for Liquid Fuel used in Air Traffic.*

The Secretariat's report and the replies received from Governments show that most of the latter were favourable to an agreement. The Advisory and Technical Committee held that the matter was suitable for such treatment, between European States, and instructed the Chairman to make the necessary representations to the Council of the League in order that an agreement between the countries concerned might be concluded as soon as possible.

This result might, in the Committee's opinion, be secured by the opening of a Protocol of Signature or by the summoning of a Conference to enable Governments to exchange their views before signing an instrument.

(b) *Main Network of Permanent Air Routes.*

The Committee received and considered a report by M. Henri Bouché on the economics of air transport in Europe.

In 1931 M. Bouché had been asked to report on the three following subjects:

(a) Present methods of operating air communications in the proposed international network;

(b) Programme and cost of the installation and working of the ground organisation for the network;

(c) Minimum operation programme. In determining this, due account must be taken of the economic possibilities of the network, and the influence of the following factors must be successively estimated: (1) further pooling agreements between companies; (2) an operation system in which all overlapping is suppressed; and (3)—assuming (1) and (2) to be secured—the introduction of new material, closely adapted to the nature and extent of the traffic.

M. Bouché's work relates for the moment only to the first of these points.* The Advisory and Technical Committee will return to the question when this report has been examined by the competent committees.

V. *Pollution of the Sea by Oil.*

The Advisory and Technical Committee noted the draft Convention and the Final Act on the subject of sea pollution by oil,† which had been prepared by the special expert committee, and decided to communicate these drafts to Governments, asking them to inform the Secretary-General of their remarks and also to state whether they were ready to participate in an international conference for the conclusion of the proposed Convention.

VI. *German Representation on the International Commission of the Danube.*

The Advisory and Technical Committee was informed of the dispute that had arisen in the International Commission of the Danube concerning German representation on that Commission, which dispute had been brought before the Committee by the United Kingdom, French, Italian and Czechoslovak Governments, in accordance with Article 376 of the Treaty of Versailles and with the resolution of the League Assembly of December 9th, 1920, for the purpose of securing mediation by the Communications and Transit Organisation.‡

The Treaty of Versailles provided for the presence on the International Commission of the Danube of two representatives of German riparian States: Bavaria and Württemberg. Owing to changes in the Reich Constitution, these two former riparian States have ceased to exist as international legal persons. Their powers as regards international waterways were transferred to the Reich in virtue of a law of January 30th, 1934. There is thus only one German riparian State on the Danube, namely, the Reich.

The question is, whether the Reich Government is entitled to have one or two representatives on the International Danube Commission or whether a new diplomatic agreement is necessary to determine this representation, as the Treaty did not provide for any representation of the Reich itself.

The Committee observed that the German Government had not complied with the invitation sent it by the Secretary-General of the

League to submit observations and to be represented during the consideration of the dispute with a view to conciliation.

In spite of the German Government's absence, the Committee decided that it had competence to examine the substance of the question and gave the opinion that, in view of the special circumstances, the dispute could not be settled by conciliation.

VII. *Petition from the Noskovci-Slatina-Nasice Railway Company.§*

An application was brought before the Council in September, 1933, by the Noskovci-Slatina-Nasice local Railway Company, in accordance with Article 304 of the Treaty of Trianon, asking for the appointment of arbitrators to settle a dispute that has arisen between it and the Yugoslav Government.

The special Committee instructed by the Communications and Transit Committee to investigate this question had held, in April, 1934, that the dispute could still be settled amicably, and had invited the parties to resume negotiations.

The time limit for the conclusion of this agreement expired on September 1st, 1934. But the Secretariat had subsequently been informed semi-officially on several occasions that negotiations were continuing.

However, on November 1st, 1935, the applicant company informed the Secretary-General that any solution by conciliation seemed impossible. The Advisory and Technical Committee therefore decided to refer the matter to the special expert committee for consideration whether the Council should appoint arbitrators, in accordance with Article 304 of the Treaty of Trianon concerning disputes relating to certain railways of the former Austro-Hungarian monarchy in the territories of more than one State. The Advisory and Technical Committee authorised its Chairman to transmit to the Council on its behalf the report to be drawn up by this expert committee, provided that its findings be accepted by the Governments territorially concerned.

VIII. *Co-operation between the Chinese National Government and the Communications and Transit Organisation.||*

The Committee examined the report written by M. Robert Haas on his recent mission to China and observed that the League's technical co-operation with the Chinese National Govern-

* See Monthly Summary, Vol. XV., No. 4, page 99.

† See Monthly Summary, Vol. XV., No. 10, page 267.

‡ See Monthly Summary, 1935, Vol. XV., No. 6, page 152.

§ See Monthly Summary, 1934, Vol. XIV., No. 4, page 90.

|| See Monthly Summary, 1935, Vol. XV., No. 10, page 263.

ment was proceeding normally, and that the representatives in China of the Communications and Transit Organisation were helping the Chinese authorities with useful advice, especially on roads, hydraulic works and the co-ordination of the various technical schemes now in operation within the country.

The Chinese representative on the Committee desired to state how much his Government appreciated the Transit Organisation's assistance and the great services rendered to China by the experts sent out by the League.

IX. *National Public Works.**

The international aspect of public works has been under study by the Communications and Transit Organisation since 1931, on account of its influence on unemployment and economic recovery. In 1933, the Council and the Assembly emphasised the desirability of a close examination of schemes of public works carried out by States themselves without applying for foreign capital.

Enquiries were therefore made of all Governments as to national public works carried out or in course of execution. The information thus obtained has been published in a volume and forms one of the most important results of the Communications and Transit Organisation's activity. Replies have been received from thirty-eight countries. Of these, twenty are of a definitely favourable opinion as to the effect of public works on the economic recovery of a country and on unemployment. One reply was in the negative and the others are silent on the subject.

The Committee emphasised the great value of this investigation and considered that, if the documents collected were examined by qualified experts, practical conclusions might be drawn from them. The Chairman was asked to take the necessary steps for this purpose.

X. *International Tourist Traffic.†*

The Committee of Experts on Tourist Traffic, which met last month at Geneva, referred to the Advisory and Technical Committee certain questions of passports, traffic documents, customs formalities for motorists and facilities for railway travel.

The Advisory and Technical Committee observed with satisfaction that the Committee on Road Traffic had already taken up most of these questions (reduction of the number of road circulation documents; uniformity and

simplification of customs formalities; and formalities required of motorists by countries having a system of compulsory third party insurance). The Advisory and Technical Committee referred to its permanent Committee for Transport by Rail the question raised by the expert sub-committee on the granting of facilities for railway travel.

On the subject of passports, the Committee asked the Secretariat to enquire of Governments concerned as to the manner in which the recommendations of the Passports Conference of May, 1926, are now applied.

XI. *Co-ordination of Transport.*

Last September the Assembly asked the Communications and Transit Organisation to consider the co-ordination of transport and especially that by rail and by road, viewed in its widest technical, economic and financial aspects.‡

The Advisory and Technical Committee therefore instructed the Secretariat to make an enquiry of Governments and, if need be, collect information from competent organisations as well, confining itself for the moment to rail, road and inland waterway transport.

XII. *Constitution and Practice and Procedure of League Committees.*

The Advisory and Technical Committee noted the report of the Committee on the Constitution, Practice and Procedure of League Committees. In view of the possibility that the Council may ask the Committee, as now constituted, for suggestions concerning the changes in the statute of the Transit Organisation necessitated by the proposed re-organisation, the Chairman was asked to consult the Organisation's Legal Committee or another committee appointed for the purpose.§

The following were present at the Committee's session: M. V. Krbec (Czechoslovak), Chairman; M. A. de Castro (Uruguayan), Vice-Chairman; M. Nordberg (Finnish), Vice-Chairman; M. G. de Blanck y Menocal (Cuban); M. A. Dietrich de Sachsenfels (Hungarian); M. Silvain Dreyfus (French); M. R. Herold (Swiss); M. C. V. Jensen (Danish), replacing M. F. Hoskiaer; Mr. D. Keane (British); M. P. Kirsanoff (U.S.S.R.); M. A. Krahe (Spanish); M. C. N. Lou (Chinese), replacing Doctor Ching-Chun Wang; M. V. Moderow (Polish); M. J. G. de Ruelle (Belgian); M. G.

* See Monthly Summary, 1935, Vol. XV., No. 9, page 218.

† See Monthly Summary, 1935, Vol. XV., No. 10, page 266.

‡ See Monthly Summary, 1935, Vol. XV., No. 9, page 238.

§ See Monthly Summary, 1935, Vol. XV., No. 7, page 240, sqq.

Sinigalia (Italian); M. A. de Vasconcellos (Portuguese).

The following international organisations were represented in the Committee:

International Labour Office; Central Commission for Rhine Navigation; International Commission of the Danube; International Commission on Air Navigation; Central Office for International Railway Transport; International Tourist Alliance; International Association of Recognised Automobile Clubs; International Air Traffic Association; International Chamber of Commerce; International Aeronautical Association; International Railway Union; International Broadcasting Union.

2. HEALTH ORGANISATION.

(a) *Pan-African Health Conference.*

The Second Pan-African Health Conference, summoned by the League of Nations at the request of the Union of South Africa, met on November 20th.

The purpose of the Conference is to continue and extend the work begun by the previous Conference which was held in 1932.* It will also deal with problems of social medicine which are closely bound up with the improvement of the general living conditions of the native peoples of Africa. The campaign against disease is a constant pre-occupation of the administrations of African countries and territories. Various problems arise in connection with the transmission and propagation of infectious diseases. This Conference will help to solve them.

Its agenda is as follows:

1. Further developments since 1932 in regard to yellow fever research; results of survey by mouse protection tests; protective measures.

2. Further developments since 1932 in regard to plague.

3. Malaria—prevention under African conditions.

4. Protective measures against typhus under African conditions; typhus-like diseases; the occurrence in Africa of other than louse-borne typhus; results of recent research on rodent infection and transmission by fleas.

5. The typhoid carrier problem in African natives.

6. The dangers of anti-locust campaigns.

7. Animal diseases communicable to man:

(a) Rabies—occurrence in wild carnivora;

(b) Bovine tuberculosis;

(c) Trypanosomiasis;

(d) Intestinal parasites in relation to meat supplies;

(e) Brucella group of organisms; Malta fever in goats; Bang's disease in cows (contagious abortion);

(f) Other virus diseases.

8. Hygiene and medical services in rural areas:

(a) In areas sparsely populated by Europeans and others adopting western standards of living;

(b) In outlying native reserves and locations.

9. Proposals for improved co-ordination of health work in Africa.

The following countries have been invited to send delegates: Belgium, United Kingdom, Egypt, France, Italy, Portugal and Spain.

An invitation to be present as observer was also sent to British India which had semi-officially expressed a wish to that effect.

Representatives of the following States and territories attended the Conference:

Basutoland, Bechuanaland, Belgian Congo, French Colonies, Gambia, Gold Coast, India, Kenya, Nigeria, Nyasaland, Portuguese Colonies (Angola and Mozambique), Northern and Southern Rhodesia (the delegate appointed for Southern Rhodesia, Dr. R. A. Askins, died before the meeting); Sierra Leone, Swaziland, Tanganyika Territory, Uganda, Zanzibar.

Representatives of the International Health Division of the Rockefeller Foundation, the Health Committee of the League of Nations, the *Office internationale d'Hygiène publique*, Paris, and of the Egyptian Medical Service and the Sanitary Maritime and Quarantine Board of Egypt also attended the Conference.

An account of the work done will appear in a forthcoming number of the Monthly Summary.

(b) *Exchanges of Public Officers of Health.*

On the initiative of the League's Health Committee, different countries have on several occasions since 1922 taken the necessary steps to enable missions of study composed of heads of public health services to visit and study the work of their chief public health institutions.

The United States of America is at present receiving such a mission, consisting of Doctor B. Borcic, Director of the National Institute of Health and of the Zagreb School of Public Health; Doctor L. S. Fridericia, Professor of Health at the University of Copenhagen; Doctor H. van der Kaa, Inspector-General of Public Health of the Netherlands; Doctor J. Parisot, Professor of Health in the University of Nancy and Director of the regional Health

* See Monthly Summary, Vol. XII., No. 10, page 284.

Institute of Meurthe and Moselle; Doctor R. M. F. Picken, Professor at the Institute of Preventive Medicine in the Cardiff National School of Medicine; Doctor E. Rietz, Chief Officer of Public Health, Stockholm; and Doctor F. G. Boudreau, who is an American Member of the Health Section of the League Secretariat.

The health and sanitation officers taking part in this mission will see what has been done recently by the Federal Administration of Public Health and Social Protection. In particular, they will study the measures taken under the "New Deal" to improve the conditions of life and safeguard the health of the working classes.

This tour will last five weeks and includes visits to Washington, Baltimore, Tennessee Valley, Cincinnati, Chicago, Albany, Boston, New Haven and New York.

(c) *Nutrition.**

The Expert Commission on Nutrition appointed by the Health Committee met in London on November 25th, under the chairmanship of Professor E. Mellanby, Professor of Physiology and Biochemistry at Sheffield University and Secretary-General of the Medical Research Council, London.

The Commission decided to draft a statement on the scientific principles governing dietaries of certain population groups, namely, women during pregnancy and lactation, infants, school-children and adolescents up to the age of twenty-one.

It appointed two sub-committees, one to study energy-producing substances, under the chairmanship of Mr. Cathgart, Professor of Physiology at Glasgow University, and the other to consider non-energy-producing substances, such as minerals, salts and vitamins, under the chairmanship of Mr. McCollum, Professor of Biochemistry at Johns Hopkins University, Baltimore. The sub-committees were instructed to submit detailed recommendations.

The meeting was attended by: Professor L. Alquier, Director of the *Institut d'hygiène alimentaire*, Paris, and Professor L. Lapicque, Professor of Physiology at the Laboratory of Physiology, Sorbonne, Paris; Professor Axel Hojer, Director-General of the *Medicinalstyrelsen*, Stockholm; Professor Cathgart, Professor Mellanby and Sir John Boyd Orr, Director of the Imperial Bureau of Animal Nutrition, Rowett Institute, Aberdeen; Professor E. V.

McCollum, Dr. Mary Schwartz Rose, Columbia University, New York, and Dr. W. Sebrell, Chief of the Department of Nutrition, National Institute of Hygiene, Washington, D.C.; Professor Sbarsky, Director of the Central Nutrition Institute, Moscow.

An account of the Commission's work will appear in a forthcoming number of the Monthly Summary.

3. ECONOMIC AND FINANCIAL ORGANISATION.

(a) *Customs Nomenclature.*

The Sub-Committee of Experts on the Unification of Customs Nomenclature met at Geneva from November 5th to 16th, with M. Fighiera (French) in the chair.

The Sub-Committee had to consider the remarks of Governments on the draft customs nomenclature drawn up by it and forwarded to Members of the League.

This problem of a unified nomenclature was referred to the Economic Committee by the Council of the League, following on a recommendation of the International Economic Conference of 1927. The task was accordingly entrusted to experts. The purpose of the Economic Conference's recommendation was to provide for the introduction of order, clearness and above all simplicity and uniformity in the nomenclature of the various customs tariffs.

The Sub-Committee revised that part of its draft that related to live animals and animal products, vegetable products, fats, oils and greases, industrially prepared foodstuffs, mineral products, hides and leather, wood and wood articles, and paper.

Taking into account the observations presented by various Governments, the sub-Committee amended its draft in certain particulars.

The following members were present: M. Fighiera, Chairman (French), M. Magnette (Belgian), M. Comte (Swiss), M. Ferenczi (Hungarian), M. Sandquist (Swedish), and Dr. Fafl (Czechoslovak).

(b) *Tourist Statistics.*

A Sub-Committee on Tourist Statistics met in Geneva from November 6th to 8th, with M. Huber (French) in the chair.

The general lines of the Sub-Committee's work were traced for it by the instructions of the Committee of Statistical Experts,† the recommendations of the Sub-Committee of

* See Monthly Summary, Vol. XV., No. 9, page 217.

† See Monthly Summary, Vol. XV., No. 6, page 152.

Experts on Tourist Traffic,* and the resolution adopted by the International Union of Official Organisations for Tourist Propaganda in May, 1935.

After a general discussion on the subject, the Sub-Committee gave a definition of a "tourist" from the point of view of economics. This was completed for purposes of practical application by an enumeration of the classes of travellers that were undeniably tourists and of those who evidently could not be regarded as such.

The Sub-Committee then considered the two chief methods that may be used in collecting data on the number of tourists and the period of their stay, namely, arrivals and departures at the frontier and information collected from hotels and apartments. The Sub-Committee made certain recommendations on this subject. A model list was also drafted of countries and groups of countries from which tourists come, and certain views were expressed as to the method of calculating the amount expended by them.

The Sub-Committee asked the Secretariat to draw up, on the lines suggested in its report, a questionnaire for sending to statistical offices or other institutions dealing with tourist statistics. In this way it was hoped to collect information as to methods at present employed and to secure preliminary data as to the possibilities and practical difficulties of applying the proposed recommendations.

The Sub-Committee was composed as follows: M. Huber (French), Sir Alfred Flux (British), Dr. A. Koller (Swiss) (replacing Dr. Bruschweiler), M. Pulinx (Belgian), and M. Rava (Italian), with Mr. Nixon representing the International Labour Office.

(c) *Mining and Metallurgical Statistics.*

A Sub-Committee on Mining and Metallurgical Statistics met on November 12th, with M. Huber (French) in the chair, and made recommendations as to the weights of the various essential elements in minerals other than metals, the classification of iron ores according to their phosphorus content, the definition of iron ores containing manganese, chromium and nickel and of manganese ores and the general classification of iron ores, cast iron and finished and half-finished articles of puddled iron and steel.

These recommendations will be forwarded to the Committee of Statistical Experts, which has to prepare definitions and classifications for the mining and metallurgical statistics to be compiled in virtue of the International Convention of 1928 on Economic Statistics.

The following gentlemen composed the Sub-Committee: M. Huber (French), M. Desportes de la Fosse (replacing M. Lambert-Ribot), M. Sahlin (replacing M. Wistrand (Swedish), and Sir Richard Redmayne (British)).

IV.—SOCIAL AND HUMANITARIAN QUESTIONS: REFUGEES.

MEETING OF THE GOVERNING BODY OF THE NANSSEN INTERNATIONAL OFFICE.

The Governing Body of the Nansen International Office held its twelfth session, which was presided over by M. Antoniadé (Rumania) at Geneva from October 30th to November 2nd.

The agenda included the following matters: international assistance to refugees; settlement of Armenian and Assyrian refugees in Syria; removal of Armenians from France to Soviet Armenia; settlement in overseas countries; Russian refugees in Turkey; extension of the Nansen international passport to refugees from the Saar, etc.

(a) *International Assistance to Refugees.*

After noting the resolutions of the sixteenth Assembly and of the Council of the League on the subject of international assistance to refugees, the Governing Body agreed with the opinion of the Intergovernmental Advisory

Commission which, in view of past experience, considered that the body dealing with assistance must have sufficient international authority, be assured of adequate funds and enjoy the necessary freedom of action for its task. It should also be able to bring about direct co-operation between representatives of Governments, of private associations and of organisations of refugees.

(b) *Settlement of Armenian and Assyrian Refugees in Syria.*

Out of about 120,000 Armenians who reached Syria in 1921, there remained, at the beginning of 1935, only 11,000 in the camps at Aleppo and Beyrout; all the rest had been settled in various parts of the country. Amongst these latter, homes had been found for more than 30,000 through the direct assistance of the Office and with the aid of small loans, amounting in all to about 12 million French francs. It is to be expected that at the end of the year all the camps will be evacuated, except near

* See Monthly Summary, Vol. XV., No. 10, page 266.

Aleppo, where there will remain 340 necessitous families, who would be unable to repay sums advanced to them for the purposes of settlement.

The Governing Body therefore decided to make a last effort and to issue a general appeal to charitable organisations for the funds necessary to enable the camps to be finally closed.

(c) *Transfer of Armenian Refugees from France to Soviet Armenia.*

As 1,200 Armenians from France might shortly be admitted into the Republic of Erivan, the Governing Body authorised the Office to place funds at the disposal of the Armenian organisations to cover a part of the cost of transport of these refugees. The French Government is also considering the possibility of bearing some of this expenditure.

(d) *Settlement in Overseas Countries.*

This question was carefully studied by the Governing Body, which noted the negotiations in progress for the evacuation of refugees to overseas countries, and specially to Paraguay and Brazil.

(e) *Russian Refugees in Turkey.*

The Governing Body's attention was drawn to the position of 1,600 Russians in Turkey, who were awaiting naturalisation. This was subject to the evacuation of about 150 refugees to whom Turkey would not grant that privilege,

and who had not yet been absorbed by other countries, as the Turkish Government desired.

(f) *Extension of the Nansen Passport to Saar Refugees.*

The Governing Body noted the present situation as regards accessions to and ratifications of the 1933 Convention concerning identity cards for refugees, and as regards the extension of the Nansen Passport to Saar refugees. So far the Governments of South Africa, Austria, United Kingdom, Bulgaria, Estonia, Finland, France, Italy, Norway, Poland and Sweden have stated that they agree to such an extension.

On the subject of the issue of surcharged postage stamps to secure funds for refugee work, the Norwegian Government had stated that it agreed to make such an issue towards the end of the year. The French Government had also said it would consider the proposal, provided that a part of the funds so collected was employed on behalf of refugees in France.

* * *

The Governing Body also dealt with certain administrative matters, especially the representation of the Office in China.

It appointed M. Rubinstein to replace the late M. Goulkevitch on the Governing Body and on the Finance Committee of the Nansen International Office.

V.—CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

WORK OF THE CONFERENCE.

A few weeks before his death, Mr. Arthur Henderson, President of the Conference for the Reduction and Limitation of Armaments, had completed a "Preliminary Report on the Work of the Conference." It was his intention that this document should serve as a provisional statement on the state of the Conference's work.

This preliminary Report has been issued to all Members of the Conference; it consists of an Introduction and twelve chapters.

The Introduction begins with an account of the League's preparatory work in regard to disarmament, and then gives an outline of the political conditions at the opening and during the course of the Conference, and enumerates the general and special difficulties with which it was faced.

Chapter I. refers to the various stages of the Conference. The following chapters deal with Security, Effectives, Land Material, Naval

Material, Air Material, National Defence Expenditure, Chemical, Incendiary and Bacterial Warfare, the Control of the Manufacture of Arms and the Trade in Arms, Exchange of Information, the Permanent Disarmament Commission and Moral Disarmament. Each chapter ends with a summary of events and conclusions.

The following account of the political situation at the beginning of and during the Conference is taken from the Introduction:

"It may be questioned whether, when the Conference met early in 1932, there existed a minimum of conditions, political and moral, indispensable for ultimate success, or whether the political preparation of the Conference was adequate.

"At the Council meeting of January, 1931, several members, particularly France, Italy and the United Kingdom, expressed the opinion that, in order to ensure the success of the Conference, a considerable amount of political preparation was necessary and that active negotiations between the Governments on the principal political problems outstanding were essential.

"Unfortunately, owing to circumstances which it is not here necessary to recall, little or nothing was done in the year between the convocation and the actual meeting of the Conference to obtain in advance some measure of agreement upon fundamental issues between the principally interested Powers and, when the Conference came together, none of the political difficulties foreshadowed during the proceedings of the Preparatory Commission and reflected in the Draft Convention framed by that Commission had been solved as between the Powers primarily concerned. Suggestions differing widely from one another were therefore submitted from the outset and these suggestions had to be discussed by the Conference before it could take any useful decision on outstanding political problems.

"It was soon evident that, unless those problems were previously solved, the initial impetus of the Conference would spend itself in a series of fruitless discussions. Indeed, time after time the progress of the Conference was checked because the settlement of these political questions had not been sufficiently prepared in advance.

"Even had there been adequate political preparation for the work of the Conference it would hardly have been reasonable to expect that its work would be of short duration. Important conferences for the reduction and limitation of armaments had been held in the past, such as the Naval Conferences at Washington, 1921-22, Geneva, 1927, London, 1930, and the Conferences at Moscow in 1927 and Rome in 1924. Never before, however, had there been a general effort to achieve disarmament embracing all States and all categories of forces and weapons.*

"The Washington and London Conferences, limited in scope and membership, lasted 3½ months and 3 months respectively. The scope of the Conference which opened in February, 1932, unlike these previous Conferences, was not limited to drawing up an agreement between a small number of Powers and relating to special categories of armaments which might be defined with comparative ease. It brought together 61 States Members and non-Members of the League out of the 65 States which had been invited to take part; its discussions were intended to cover the whole field of armaments; it was required to consider cognate subjects, such as the manufacture of arms and trade in arms; last, but not least, it had to deal with the difficult and complex problem of the organisation of a collective peace system under the heading of security.

"All these efforts had to be made on a general scale and in regard to questions in respect of which the States concerned were peculiarly sensitive to the claims of national sovereignty. The armed forces of a country are considered as the most obvious expression of its sovereignty and independence and never before in the history of the world had an attempt been made to place an agreed and accepted limit upon the exercise by nations of their sovereign rights in this particular sphere. The Peace Treaties had imposed disarmament obligations on certain States and

certain general obligations had been assumed by the signatories of the Covenant. But it is one thing for a State to accept in principle a general obligation and quite another thing to implement such obligations by means of detailed provisions binding upon the military system of every State and based on a system of international limitation and supervision. The effective application of the principle of limitation, apart from any question of reduction, would constitute in itself an unprecedented achievement.

"The limitation of armaments, moreover, cannot be considered as an isolated problem. Disarmament is only one aspect of an organised peace system and experience in dealing with the problem before and during the Conference has clearly shown that an effort to limit and reduce armaments necessarily entails the discussion of much wider political problems. It soon became obvious that the Conference would have to face the problem of collaboration in the political field between Members and non-Members of the League, a harmonisation of the Covenant and the Briand-Kellogg Pact and the elaboration of a collective system for the preservation of peace.

"In addition to these general difficulties inherent in the problem of disarmament there were special difficulties created by the conditions obtaining when the Conference met.

"The effects of the serious events in the Far East which were in progress at the beginning of the Conference should not be forgotten and it was inevitable that one of the first passages in the opening speech of the President of the Conference should refer to them.

"Two serious armed conflicts in another Continent took place during the Conference, a conflict between Colombia and Peru and a conflict between Bolivia and Paraguay.

"Further, when the Conference met, the world was faced with the most serious and widespread economic and financial crisis in history. Economic difficulties were creating political unrest and political unrest was still further aggravating the economic and financial difficulties. The direct bearing of these economic and financial conditions upon the problem of disarmament will be generally appreciated. They complicated the solution of the problem by profoundly affecting international relations, while the burden of more than 20,000 million gold francs annual expenditure on armaments weighed heavily upon States which were grappling with the immediate problem of finding work or relief for their thousands and millions of unemployed.

"Finally, numerous important political developments which took place within many countries while the Conference was in session also had their effects in the international field. Successive changes in the governments of some of the States represented at the Conference undoubtedly troubled and delayed the progress of its work.

"Striking a balance between the forces which favoured and those which endangered the success of the Conference, there would appear on the credit side the immense volume of technical preparatory work accumulated from 1920 to 1932 by the various bodies of the League and culminating in the Draft Convention produced by the Preparatory Disarmament Commission,

* Mention may, however, be made of the "Armaments Truce," accepted in 1931 and prolonged until 1933.

the political efforts which found expression in the Draft Treaty of Mutual Assistance, the Geneva Protocol, the Model Treaties drafted by the Committee on Arbitration and Security, the series of resolutions on disarmament adopted by the Assembly on the proposal of its Third Committee, the General Act for the Pacific Settlement of International Disputes, the Convention on Financial Assistance, the Convention to Strengthen the Means of Preventing War, the Washington and London Naval Treaties, the disarmament of Germany, Austria, Hungary and Bulgaria, the Briand-Kellogg Pact, the numerous treaties of non-aggression, conciliation and friendship signed between the majority of the countries participating in the Conference, and the armaments truce initiated by the League Assembly and put into effect by the Council in 1931.

"On the debit side would appear the series of events which weakened the faith of the nations in the efficiency of the system of peace and

security embodied in the Covenant. Some of these events, located in Europe, hampered the early progress of the League. Others, which took place in South America or the Far East, had a more direct bearing on the destinies of the Conference in that they happened just prior to its meeting. Nor were the internal political changes which occurred in certain States calculated to smooth the path of the Conference, as, whatever their intrinsic merits, they were felt by some countries to constitute a threat to the system of security which they were anxious to establish. All these events, creating as they did a general uneasiness, struck at the roots of mutual confidence between nations and troubled the atmosphere of the Conference from the very start. The effect was manifest not only in public meetings of the Conference, but also during the private negotiations carried out by the President himself in the various capitals or at Geneva."

VI.—LEGAL AND CONSTITUTIONAL QUESTIONS.

INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

The treaties and international engagements registered by the Secretariat of the League during November include :

A treaty of non-aggression and conciliation (Anti-War Treaty) between Argentine, Brazil, Mexico, Paraguay and Uruguay (Rio de Janeiro, October 10th, 1933), presented by Argentine.

An Extradition Treaty between the United States of America and Great Britain and Northern Ireland (London, December 22nd, 1931), presented by the United Kingdom.

A supplementary Convention to the Extradition Treaty of November 26th, 1880, between Great Britain and Northern Ireland and Switzerland (Berne, December 19th, 1934), presented by the United Kingdom.

A Convention relating to the Tonnage Measurement of Merchant Ships, between Great Britain and Northern Ireland, Canada, Australia, New Zealand, India and Poland (Warsaw, April 16th, 1934), presented by the United Kingdom.

An exchange of notes between Great Britain and Northern Ireland and India and China, regarding the establishment of a Commission to determine the southern section of the boundary between Burma and Yunnan (Nanking, April 9th, 1935), presented by the United Kingdom.

An Agreement between Germany and Great Britain and Northern Ireland, to facilitate payments; also an exchange of notes relating thereto (Berlin, November 1st and 12th, 1934), presented by the United Kingdom.

A Commercial Agreement between Italy and the Netherlands, with Annex and Final Pro-

TOCOL (Rome, March 1st and 19th and November 14th, 1934), presented by the Netherlands.

An exchange of notes between Denmark and Spain, constituting a Commercial Agreement (Madrid, August 17th, 1935), presented by Spain.

An Agreement between the Netherlands and Poland, regarding Customs tariffs (The Hague, December 11th, 1933), presented by the Netherlands.

An exchange of notes between Germany and Great Britain and Northern Ireland, constituting an Agreement regarding the reciprocal recognition of Load Line Certificates (Berlin, June 7th, 1935), presented by the United Kingdom.

A Convention between France and Hungary, regarding protection and legal assistance (Paris, April 7th, 1933), presented by Hungary.

An exchange of notes between Spain and Lithuania, constituting an Agreement for the reduction of fees for passport visas for tourists of both countries (Kaunas, September 7th, 1935), presented by Spain.

An Agreement between Germany and the United States of America, terminating parts of Article VII. of the Treaty of Friendship, Commerce and Consular Rights of December 8th, 1923 (Washington, June 3rd, 1935), presented by the United States of America.

An exchange of notes between Iraq and Sweden, constituting a Provisional Agreement regarding commercial relations between the two countries (Bagdad, November 3rd, 1935), presented by Sweden.

A Treaty of Judicial Settlement, Arbitration and Conciliation between Japan and the Netherlands (The Hague, April 19th, 1933), presented by the Netherlands.

VII.—DEATH OF M. ROBERT HAAS, Director of the Communications and Transit Section.

M. Robert Haas, Director of the Communications and Transit Section, died suddenly on November 3rd, 1935.

M. Haas was one of the earliest members of the Secretariat, and one of the League's most faithful servants.

On November 5th a funeral ceremony took place in the Secretariat, attended by delegates to the League and by M. Haas's colleagues. The Secretary-General paid a last tribute to the deceased, saying that—

"... through him many eminent technicians, engineers, and administrators from all parts of the world have learnt to value highly their meetings and conversations at Geneva on the subject of railways, roads, ports, navigation, telecommunications, electricity distribution and public works.

"He was the patient and determined originator of Radio-Nations Wireless Station. Amid all the legal, administrative and technical difficulties he had to meet and overcome, he was always guided by the vision of Geneva as a centre closely connected with the States Members by an invisible network of wireless communications. This vision was fulfilled. The fact that recently the delegates of States Members assembled at Geneva have been able to complete in a few

days their study of most complicated and delicate measures is due to Radio-Nations, created by Robert Haas. . . .

"In recent years the absolute confidence which his intelligence and character inspired had marked him out as a suitable man to undertake most difficult missions. From January to September, 1932, during the Sino-Japanese dispute, he was Secretary-General of the Commission of Enquiry sent by the Council to the Far East (the "Lytton" Commission). He was able to utilise the experience thus gained. Twice he returned to China. The report that has only just been published for submission to the Council on his last mission is an admirable study, full of sound reflections and unerring judgment, the fruit of his journeys through a number of Chinese provinces.* . . ."

M. Haas was born in 1891. He was a University *agrégé* and, when seconded for service with the Ministry of Public Works, he became Deputy Secretary-General of the Committee on Ports, Waterways and Railways of the Peace Conference in 1919. He joined the Secretariat of the League on its foundation and was a member of the Communications and Transit Section and, from 1931 onwards, its Director.

VIII.—NEW LEAGUE PUBLICATIONS.

The November number of the *Monthly Bulletin of Statistics of the League of Nations* gives, in addition to the recurrent tables, the yield of Government bonds, trade balances in certain countries and the number of bankruptcies.

The yield of Government bonds tended to fall during 1934 in most countries with the exception of Italy, Japan and Switzerland, where it rose slightly on balance.

During 1935 bond yields have continued to fall, without notable interruption, in the United States, Czechoslovakia, Poland, Germany and Yugoslavia. In Belgium, Rumania, Hungary and Austria the fall was arrested in the spring of 1935, but though the yields have since risen in these countries, they were in all cases lower in the most recent months for which data are available than at the beginning of the year.

On the other hand, bond yields have risen rapidly in the course of 1935 in Italy and Switzerland and more slowly (subject to somewhat wide fluctuations in certain cases) in France, Netherlands, United Kingdom, Sweden, Canada, Australia, India, Union of South Africa and Egypt.

The market value of industrial shares fluctuated widely during 1935; in recent months it has risen in almost all countries to much higher levels than at the beginning of the year, with the exception of Japan, where it was lower, Denmark and Poland, where it remained practically unchanged, and Italy, where it rose rapidly up to July but declined even more rapidly during the subsequent months.

Between December, 1934, and the last month for which data are available in each case, the indices of the market value of industrial shares have risen by 48% in Belgium, 28% in Hungary and Norway, 24% in the United States, 19% in Spain, 18% in Austria and Chile, 17% in Canada, 16% in Germany, 14% in the Netherlands, 11% in Czechoslovakia, 10% in Mexico, and in Switzerland, 8% in France, 6% in the United Kingdom and Sweden, and 0.5% in Italy, while they have dropped by 1% in Denmark, 2% in Poland and 7% in Japan.

The gold value of world trade during the month of September, 1935, shows, in comparison with September, 1934, an increase of

* See Monthly Summary, Vol. XV., No 10. page 263.

about 1% (imports + 1.2%, exports + 0.7%). For the third quarter of 1935 compared with the corresponding period of 1934, the increase is about 2.7% (imports + 3.4%, exports + 1.9%).

The *world production* of important base metals and certain fuels has continued to increase in 1935. During the first nine months, compared with the same period in 1934, the output of steel rose by 16%, that of pig-iron by 13%, zinc by 16%, petroleum by 5%, and lignite by 6%, but coal by only 1%.

During the third quarter of 1935, compared

with the same quarter of 1934, steel production increased as much as 36%, pig-iron 21%, zinc 20%, lignite 9% and petroleum 5%, while the output of coal remained unchanged.

The number of *bankruptcies* recorded during the first nine or ten months of 1935, compared with the same period of 1934, increased only in the Netherlands by 1%, and remained almost unchanged in France and the United Kingdom. It decreased by 2% in Switzerland, 3% in Germany and the United States, 7% in Italy, 11% in Czechoslovakia, 21% in Sweden 23% in Austria and 40% in Belgium.

IX.—FORTHCOMING LEAGUE MEETINGS.

December 16th.—Meeting of Entomological Experts, London.

December 19th.—Executive Committee of the Committee on Intellectual Co-operation, Paris.

1936.

January 7th.—Committee on the International Repression of Terrorism, Geneva.

January 20th.—Ninetieth Session of the Council, Geneva.

January ?.—Committee on the Composition of the Council, Geneva.

January 27th.—Special Committee of Experts

on Assistance to Indigent Foreigners, Geneva.

January ?.—Supervisory Commission, Geneva.

February 3rd.—Sub-Committee on the Suppression of the Activities of *Souteneurs*, Geneva.

April 15th.—Advisory Committee of Experts on Slavery, Geneva.

April 20th.—Traffic in Women and Children Committee, Geneva.

April 27th.—Child Welfare Committee, Geneva.

May 27th.—Permanent Mandates Commission, Geneva.



PERMANENT COURT OF INTERNATIONAL JUSTICE*

I. CONSISTENCY OF CERTAIN DANZIG LEGISLATIVE DECREES WITH THE CONSTITUTION OF THE FREE CITY. (Case for Advisory Opinion.)†

The representatives of the Free City having concluded their oral statements on November 1st, the President declared the hearings in the case closed, subject to the right of the Court, should it see fit, to ask the representatives of the Free City for further information, or to obtain it by any other means at its disposal.

The Court then commenced its deliberations upon the case.

2. THE "LOSINGER AND CO." CASE (SWITZERLAND *versus* YUGOSLAVIA).

On November 23rd, 1935, the Swiss Minister at the Hague filed an application with the Registry of the Court, in the name of his Government, instituting proceedings on behalf of the Federal Government against the Yugoslav Government. This application adduces the declarations by which Switzerland and Yugoslavia have severally accepted the Court's jurisdiction as compulsory (the "Optional Clause" of Article 36, paragraph 2, of the Statute).

The case thus submitted to the Court is concerned with the question whether a Government (in this case, the Yugoslav Government) can refuse to be bound by the arbitral clause in a contract that it has concluded with a foreign private firm (in this case, the firm of Losinger and Co. at Berne), relying on a national law, enacted after the conclusion of the contract, and providing that the Government may only be sued before its ordinary courts.

The Swiss Government's application was immediately communicated by the Registry to the Yugoslav Government; it has also formed the subject of the other communications for which provision is made in the Statute and the Rules of Court.

The Swiss Government has appointed as its Agent before the Court M. Georges Sauser-Gall, doctor of law and professor of law at the University of Geneva.

3. DEATH OF DR. LODER.

On November 4th, 1935, Dr. B. C. J. Loder died at the Hague. Dr. Loder was a former member of the Court (1922-1930) and was its first President (1922 to 1924). Dr. Loder had also been a member of the Permanent Court of Arbitration, member and Vice-President of the Committee of Jurists appointed to draft the Statute of the Permanent Court of International Justice, member of the Committee on Intellectual Co-operation, member of the Governing Body of the International Institute for the Unification of Private Law, member and President (1925) of the Institute of International Law and member of many other learned societies.

4. COMPOSITION OF THE CHAMBERS OF THE COURT.

(a) *Chamber for Summary Procedure.*

The Court elected M. Fromageot to fill the vacancy resulting from the death of Dr. Schücking, until December 31st, 1935.

It also (subject to the entry into force of the "revised Statute" during 1936) elected the following judges to compose the Chamber for the year 1936:

Members: Sir Cecil Hurst, President.
MM. Guerrero.
Fromageot.

Substitute Members: Count Rostworowski.
M. Anzilotti.

(b) *Chamber for Labour Cases.*

Count Rostworowski was elected to succeed Dr. Schücking as a member of this Chamber. Count Rostworowski having been a substitute member, the Court elected M. Nagaoka to replace him in that capacity.

Accordingly, this Chamber will be composed as follows until the end of 1936:

Members: Sir Cecil Hurst, President.
Count Rostworowski.
MM. Altamira.
Urrutia.
Wang.

Substitute Members: MM. Negulesco.
Nagaoka.

(c) *Chamber for Transit and Communications Cases.*

The Court elected Mr. Wang to succeed Dr. Schücking as a member of this Chamber.

* This article has been compiled on the basis of information furnished by the Registry of the Court.

† See Monthly Summary, 1935, Vol. XV., No. 10, page 272.

Accordingly, this Chamber will be composed as follows until the end of 1936 :

Members : M. Guerrero, President.
Baron Rolin Jaequemyns.
MM. Fromageot.
Anzilotti.
Jonkheer van Eysinga.

Substitute Members : Count Rostworowski.
M. Wang.

5. OPTIONAL CLAUSE.

The Permanent Delegate of Albania accredited to the League of Nations signed on November 7th, 1935, a declaration renewing the acceptance by the Albanian Government of the Optional Clause provided in the Protocol of Signature of the Statute of the Permanent Court of International Justice (Geneva, December 16th, 1920), the previous acceptance by the Albanian Government expiring on September 17th, 1935.

The Declaration is worded as follows :

Translation :

" On behalf of the Royal Albanian Government, I recognise as compulsory *ipso facto* and without special agreement in relation to any other Member of the League of Nations or State accepting the same obligation, that is to say on condition of reciprocity, the Optional Clause provided for by Article 36 of the Statute of the Permanent Court of International Justice, for a period of five years, as from September 17th, 1935, in any of the disputes enumerated in the said article arising after September 17th, 1930 (the date of the previous acceptance of Albania which is being renewed by the present declaration), with regard to situations or facts subsequent to the said date, other than—

(a) disputes relating to the territorial status of Albania ;

(b) disputes with regard to questions which by international law fall exclusively within the jurisdiction of the Kingdom of Albania ;

(c) disputes relating directly or indirectly to the application of treaties or conventions accepted by the Kingdom of Albania and providing for another method of peaceful settlement."

SUPPLEMENT.

I.

(1) At its meeting on October 5th, the Council, after hearing the statements of the representatives of Italy and Ethiopia and taking cognisance of the grave facts laid before it, set up a Committee of the Council "to study the situation and report to the Council so as to enable it to take decisions with full knowledge of the matters involved."

(2) In order to study this situation, brought about by events subsequent to October 2nd, it was the Committee's duty to specify these events and to determine their character in relation to the obligations of the Covenant.

The Committee accordingly considered whether there had been a resort to war in disregard of Articles 12, 13 or 15 of the Covenant. This involves two questions:—

1. Does a state of war exist between Italy and Ethiopia?

2. If so, has the war been resorted to in disregard of Articles 12, 13 or 15 of the Covenant?

(3) With a view to replying to these questions the following particulars were collected and classified:

At the end of the first part of its report in virtue of Article 15, paragraph 4, the Committee of the Council referred to the two telegrams despatched on October 3rd by the Italian and Ethiopian Governments respectively announcing the commencement of military operations.

The telegrams subsequently received, in conjunction with other official communications, make it possible to trace the course of events on October 3rd and 4th:

October 3rd. A proclamation of the Italian High Commissioner in East Africa to the inhabitants of Eritrea states: "In order that your lands may not suffer from war, and in order to bring aid to the numerous peoples of Tigré and other districts which ask for our intervention, I have given orders for the troops to cross the Mareb." Under the Italo-Ethiopian Treaty of July 10th, 1900, the Mareb is the frontier between Ethiopia and the Italian colony of Eritrea.

On the same day at 5 o'clock "after having overthrown covering enemy troops, which had not been withdrawn as had been announced at Geneva, the Italian columns advanced along a line some twenty kilometres distant from the frontier (Italian communiqué No. 11 of October 4th).

Further, the "first war flight over Adowa and Adigrat" took place in the earliest hours of the same day. The 15th Bombing Squadron reached its objective at Adowa, "where armed Ethiopian bands and local garrisons opened fire" on the Italian aircraft. "The squadron replied immediately and, having recognised that the most important centre of the offensive was the imperial *Ghebi*, dropped a number of bombs on the latter. It then proceeded to Adigrat, and dropped the remainder of its explosives on groups of armed men and fortifications which had opened sustained fire." The 14th Bombing Squadron, which in turn had left "for an objective situated beyond the frontier, returned the same morning to the Asmara aerodrome after brilliantly accomplishing its task" (official Italian telegrams of October 4th from Asmara).

October 4th. "The Italian advance troops reached Adigrat and Enticho." "On the right, having overcome the resistance of the enemy troops with the aid of aircraft," the Italian troops halted in the evening at a point beyond Daro-Tacle. In the eastern plain the Italian aircraft dispersed a large group of armed men. In the neighbourhood of Aoussa aeroplanes bombed Amba and Bircutam (Italian communiqué No. 12 of October 5th).

"On the Somaliland front" Italian troops occupied Dolo "in the western sector"; a squadron bombarded Gorraheh (Italian communiqué No. 12 of October 5th).

These events occurred before the draft Report in pursuance of Article 15, paragraph 4, of the Covenant had been submitted to the Council.

II.

(a) Under Articles 13, 14 and 15 of the Covenant it is the duty of all Members of the League of Nations to submit any dispute in which they may be engaged with another Member of the League, and which is likely to lead to a rupture, either to arbitration or judicial settlement, or to enquiry by the Council. Under Article 12 the Members of the League agree "in no case to resort to war until three months after the award by the arbitrators or the judicial decision, or the Report by the Council." "The Report of the Council shall be made within six months after the submission of the dispute." In the present case, the Council decided on September 26th, 1935, that the procedure of Article 15 had become applicable on September 4th.

(b) The Ethiopian Government requested the Council to examine its dispute with Italy under Article 15 in the first place on March 17th, 1935, with a view to the settlement of the Italo-Ethiopian dispute arising out of the Walwal incident, and subsequently after the submission by the Italian Government on September 4th of the memorandum apprising the Council of Italy's grievances against Ethiopia which went far beyond the Walwal incident.

(c) In presenting his Government's memorandum on September 4th, the Representative of Italy told the Council that Italy reserved "full liberty to adopt any measures that may become necessary to ensure the safety of its colonies and to safeguard its own interests."

In the observations which the Italian Representative made on September 22nd on the subject of the suggestions of the Committee of Five, he said that "a case like that of Ethiopia cannot be settled by the means provided by the Covenant."

(d) Without prejudice to the other limitations to their right to have recourse to war, the Members of the League are not entitled, without having first complied with the provisions of Articles 12, 13 and 15, to seek a remedy by war for grievances they consider they have against other Members of the League. The adoption by a State of measures of security on its own territory and within the limits of its international agreements does not authorise

another State to consider itself free from its obligations under the Covenant.

(e) The Pact of Paris of August 27th, 1928, to which Italy and Ethiopia are parties, also condemns "recourse to war for the solution of international controversies," and binds the parties to the Pact to seek by pacific means "the settlement or solution of all disputes or conflicts, of whatever nature or of whatever origin they may be, which may arise among them."

(f) The Ethiopian Government at the meeting of the Council on October 5th, invoked Article 16 of the Covenant. Under the terms of that Article "should any Member of the League resort to war in disregard of its covenants under Articles 12, 13 or 15, it shall *ipso facto* be deemed to have committed an act of war against all other Members of the League. . ."

(g) When a Member of the League invokes Article 16 of the Covenant, each of the other Members is bound to consider the circumstances of the particular case. It is not necessary that war should have been formally declared for Article 16 to be applicable.

III.

After an examination of the facts stated above, the Committee have come to the conclusion that the Italian Government has resorted to war in disregard of its covenants under Article 12 of the Covenant of the League of Nations.

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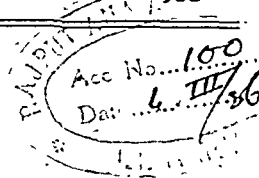
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DECEMBER 1935.



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THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

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All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.

I.—THE LEAGUE OF NATIONS IN 1935.

The League's activity in 1935 has been marked by two events of capital importance: the Saar plebiscite and the Italo-Ethiopian dispute. In the Saar, thanks to action by the League, the popular vote and the transfer of the Territory to Germany took place in order and tranquillity. But, despite the Council's efforts, the Italo-Ethiopian dispute developed in October into open war. For the first time it has been necessary to apply Article 16 of the Covenant.

But, besides these grave problems, the League's work has covered very various fields.

Politically, its activity has facilitated the termination of the Chaco war and the settlement of the Assyrians who desire to leave Iraq.

The League's technical organs have undertaken important investigations of economic and health problems and of the campaign against narcotics; also on the subject of refugees and of co-operation with China.

The League's financial situation has continued very satisfactory.

In opening the Assembly's ordinary session, the President of the Council, referring to the League's duties, was able to state:

"Being essentially an organisation for collaboration between Governments, its progress depends upon the effective desire of Governments to use its machinery and upon their readiness to make adjustments in national policy on those matters in which international co-operation is required. If progress sometimes seems slow, the conditions in which the League has to perform its work must be borne in mind

"Despite every difficulty, the League is continuing its heavy task. It has now been in existence for over fifteen years Already it may be said that the League of Nations is the highest political authority in the world, and the only body capable of maintaining peaceful relations between nations. If we place our faith in the League and if we all sincerely co-operate in its efforts, it will triumph."

1. LEGAL AND CONSTITUTIONAL QUESTIONS.

Japan and Germany, who in 1933 had given notice of withdrawal, ceased to be Members of the League.

Three non-permanent members of the Council were elected: Rumania, Ecuador and Poland; the last mentioned was first declared re-eligible.

A Committee was appointed to consider the question of the Council's composition and especially to have regard to an application of China to be given a seat on the Council.

The constitution and working of League Committees formed the subject of a report of which the Assembly ratified the findings.

It was decided that the Bureau of the Health Committee should be transformed; but the question whether a new organism should be set up to promote and co-ordinate the study of economic, financial and communications questions was reserved.

A convention on the international repression of terrorism was drafted and it was at length agreed that the protocol of revision of the Statute of the Permanent Court of International Justice, which was adopted in 1929, should come into force on February 1st, 1936.

2. POLITICAL.

A variety of political questions have come before the League.

As the result of the plebiscite of January 13th in the Saar, which was carried out under the supervision of the League, the Council, in accordance with the result of the voting, decided that the whole territory should, from March 1st, be united with Germany. After negotiations between the German and the French Governments and the Saar Governing Commission at Basle, Rome and Naples, the Council approved a series of agreements on the following points: Monetary questions, mines, railways, and other immovable property situated in the Saar. French private insurance, treatment of the property and assets of persons leaving the Saar, social insurance, rights of officials, change of the customs régime, etc.

The ceremony of transferring the Government to Germany took place at Saarbruck on March 1st, in the presence of three members of the Council.

The settlement recommended by the Assembly in November, 1934, as regards the *dispute between Bolivia and Paraguay* was accepted by Bolivia but rejected by Paraguay, who gave notice of her withdrawal from the League. But through the kind offices of the Argentine, Chile, Brazil, Peru, the United States of America and Uruguay, negotiations were entered upon in Buenos Ayres and led in June to a cessation of hostilities. On July 1st in the same city a conference was opened to endeavour to reach a peace. The Assembly, which had been kept informed of the action of the mediating States, congratulated the Governments represented at the Conference on their efforts.

The Rio de Janeiro agreement of 1934, which had put an end to the *dispute between Colombia and Peru*, was ratified in September, 1935. In informing the League of this event, the

Governments of the two countries expressed their thanks to the League for its action.

The Council also terminated its consideration of the *Yugoslav Government's application* against the Hungarian Government, in connection with acts leading up to the Marseilles outrage of October 9th, 1934.

The German Government having re-introduced compulsory military service in the Reich, contrary to its contractual obligations, the Council, on the request of the *French Government*, declared on April 17th that Germany had failed in the duty which lies on all Members of the international community to respect the undertakings which they have contracted, and condemned any unilateral repudiation of international obligations. At the same time the Council instructed a committee to propose measures to render the Covenant more effective in the organisation of collective security and to define in particular the economic and financial measures which might be applied, should in the future a State endanger peace by the unilateral repudiation of its obligations.

This committee met in June and July and set out in a report the measures of economic and financial pressure which, in its view, would help in maintaining peace.

The Council dealt with other questions, like the *frontier dispute between Iraq and Iran*, the *Finnish Government's claim* against the United Kingdom, and that of the *Swiss Confederation* for reparation for damage suffered by Swiss nationals during the war.

But the main part of the Council's time has been occupied with the *Italo-Ethiopian dispute*.

The Ethiopian Government appealed to the Council under Article 11 of the Covenant in January, following an incident that had occurred between Italians and Ethiopians at Walwal, at the end of 1934.

In March, April and May, the Ethiopian Government renewed its complaints on the ground of Italy's military preparations. The parties then agreed to settle the dispute by an arbitration, each country appointing two arbitrators who would themselves, if need be, appoint a fifth arbitrator, in accordance with the *Italo-Ethiopian Treaty of 1928*.

A difference of opinion arose between the members of the Arbitration Commission in regard to their jurisdiction, and was settled by the Council on August 3rd. The Council further decided to meet on September 4th for a general examination of the relations between Italy and Ethiopia.

On September 3rd, the Arbitration Commission declared that neither of the two Govern-

ments was responsible for the Walwal incident; but on September 4th the Italian Government proclaimed that Ethiopia had systematically violated her Treaty engagements.

A Council Committee prepared a plan for a peaceful settlement; this plan was accepted by Ethiopia but rejected by Italy.

The Council then began to draft the report provided for in Article 15, paragraph 4, of the Covenant. But on October 3rd, a general mobilisation having been decreed in Ethiopia, Italian troops entered Ethiopian territory.

On October 7th, the Council adopted the report drawn up in accordance with Article 15, which report recommended that any violation of the Covenant should immediately be brought to an end. The Council then considered a report on the situation; the conclusions of this report were that "The Italian Government had resorted to war in disregard of its Covenants under Article 12 of the Covenant of the League."

The 13 members of the Council (Italy not being counted) and the Ethiopian representative agreed with these conclusions. In the Assembly, whose session had not been closed, 50 members out of 54 expressed their agreement. The Members of the League other than the parties then set up a committee to co-ordinate the measures to be taken under Article 16 of the Covenant.

This was in truth a conference of States Members of the League of Nations and it established a smaller body, "the Committee of Eighteen." These two bodies adopted a certain number of proposals relating to prohibition of the export and transit to Italy and its possessions, of arms, ammunition and implements of war, and of a certain number of raw materials (rubber, bauxite, iron ore, etc.) and also the prohibition of any loan or bankers' or other credit to Italy and of the import of all goods from Italy.

These various proposals were accepted by about 50 States and came into force on November 18th.

An attempt at conciliation, made in December by the United Kingdom and French Governments, was unsuccessful, and the Council decided to sit as a Committee of Thirteen to examine the situation as a whole, bearing in mind the provisions of the Covenant.

3. DISARMAMENT.

During the first months of the year, proposals in the form of articles of a convention on the regulation of the trade in and private and State manufacture of arms and implements of war were drawn up by a special committee of the

Conference on the Reduction and Limitation of Armaments. During the summer, the summoning of the Bureau of the Conference was several times contemplated, but the political situation did not seem favourable.

A few days before his death, which occurred on October 20th, the President of the Conference, Mr. Henderson, summed up in a long report the work of the Conference during its four years of existence.

4. MINORITIES.

There was no general discussion in the Assembly this year on the problem of the protection of minorities. But particular questions have on several occasions been before the Council or its committees.

The Council dealt with the status of minority schools in Albania. Following an advisory opinion by the Permanent Court of International Justice, the Albanian Government announced that it was reforming the school regulations in force in the country, in order to give full satisfaction to the minorities.

After an investigation in the country itself, it was decided to settle in the Ghab district of Syria 25,000 Assyrians who wished to leave Iraq. The cost will be met by the governments of Iraq, the United Kingdom and the States of the Levant under French Mandate and by the League of Nations.

5. ADMINISTRATIVE QUESTIONS.

At two sessions held respectively in the spring and autumn of 1935, the *Mandates Commission* reviewed the administration of the Mandatory Powers in the territories under their authority. The Commission observed that as a general rule the economic situation appeared to be improving in most of these countries.

The Council received several petitions from various sections of the population of *Danzig*, complaining that the Senate of the Free City had infringed the Constitution on several points. A Committee of Jurists which was consulted by the Council declared that beyond doubt the Constitution had been infringed in certain particulars. The Committee also expressed doubts as to the spirit in which certain decrees issued by the Senate had been applied.

The Council at the same time asked the Permanent Court of International Justice for an advisory opinion as to whether the Senate's decrees amending the Free City's criminal Code and Code of Criminal Procedure were in conformity with the Constitution. The Permanent Court subsequently decided by a majority that this was not the case.

6. INTELLECTUAL CO-OPERATION.

The Intellectual Co-operation Organisation follows from year to year a programme and methods of work that have stood the test of experience, and is thus able to extend its influence in various fields of intellectual life.

In 1935 the main subjects of study were: International Relations, the Social Sciences, Intellectual Agreements, "Conversations and Open Letters," League of Nations Teaching, Co-operation with China in Education, the Revision of School Text Books, Educational Study Tours, Broadcasting and Peace, Educational Cinematography, Intellectual Rights, the International Organisation of Museums, etc.

On the subject of broadcasting and peace, the Assembly decided to place on the agenda of the next session the concluding of an agreement of which the text has been approved and submitted to Governments. It was also decided that steps should be taken to form the ethnographic and historical collection of works on the origins of American civilisation; in accordance with a proposal that had been made by the delegate of Argentine.

7. ECONOMIC AND FINANCIAL ORGANISATION.

The Economic and Financial Organisation examined three important problems: clearing agreements, agricultural protectionism and the state of economic relations; these subjects were discussed in the Council and in the Assembly.

The investigation has shown that, though the internal economic situation shows considerable improvement in several States, the recovery has often been local and artificial and the machinery of international exchanges became more and more disorganised.

All governments had recognised the necessity of intensifying commercial exchanges and of directing their trade policy on more liberal lines, provided that others do the same; also, as regards currencies, the need of bringing about sufficiently stable conditions, *de facto*, to ensure that normal commercial transactions shall not be hindered. It was agreed that the system of clearing agreements was only a makeshift involving many inconveniences which should be got rid of as soon as possible.

The Economic Committee was specially active and, besides the above subjects, also dealt with tourist traffic as a factor in international economy, the drafting of a Convention for facilitating commercial propaganda and the final revision of the unified customs nomenclature.

Thanks to the Committee, three veterinary conventions were signed by certain European governments; they dealt with the campaign against infectious diseases in animals, the transit of animals and meat and the export and import of various products of animal origin.

The Financial Committee's work concerned in particular the financial situation of Austria, Bulgaria and Hungary. Certain members of the Committee helped in settling the financial questions arising out of the Saar plebiscite.

8. COMMUNICATIONS AND TRANSIT.

The Communications and Transit Organisation has been concerned with the settlement of disputes arising out of the reorganisation of the railways of the former Austro-Hungarian Monarchy and with a practical study of signalling on roads and other communications, with the statistics of road accidents, with frontier traffic on railways, with customs exemption for liquid fuel used in air traffic, etc.

Among the questions dealt with by the Organisation, special mention must be made of the pollution of the sea by oil, national public works and the co-ordination of transport.

The Organisation has endeavoured to secure the conclusion in the near future of an international Convention on the first of these subjects.

9. HEALTH ORGANISATION.

The work of the League's Health Organisation is noteworthy for its continuity, its practical usefulness and its universality.

This is to be seen in the Annual Reports which show that the service of epidemiological intelligence statistics was established in 1921, biological standardisation started in the same year, the system of liaison between public health administrations began in 1922 and the Malaria Commission was set up in 1924. In public health and social medicine, the Health Organisation has conducted its work of investigation, collection of data and liaison on uniform guiding principles.

The nature of the work of the Organisation is in itself evidence of its practical utility. A reference may be made to the list of results achieved in various branches: an enquiry into the treatment of syphilis, malaria research, housing conditions and nutrition, epidemiological intelligence, technical co-operation with certain governments on health matters, etc.

The Organisation's activity covers all parts of the world: Asia, where the Organisation

has helped in the reconstruction of China; Africa, where it has organised a Health Conference at Johannesburg to study problems of social medicine connected with the improvement of the general living conditions of the native population; America, where it has co-operated with the Brazilian Government in establishing the International Centre for Research on Leprosy at Rio de Janeiro and with the Chilean Government on the study of problems of popular nutrition in Chile.

10. SOCIAL AND HUMANITARIAN WORK.

The League's social and humanitarian work has been continued actively throughout the year.

Traffic in Opium and Dangerous Drugs.

The generalisation of the system of statistics and the increasing strictness of supervision of the manufacture of narcotics has succeeded in adapting lawful manufacture to lawful requirements. The escape of considerable quantities of drugs lawfully manufactured into the illicit traffic has ceased; but the traffic continues, owing to supplies from clandestine manufacturers.

This situation is evidently serious and was the main subject of the Opium Advisory Committee's attention. Various remedies were considered, in particular a Draft Convention on the repression of the illicit traffic.

Traffic in Women and Children.

The Committee on the Traffic in Women and Children is now dealing with the repression of souteneurs and the campaign against licensed houses of prostitution.

The Committee is also endeavouring to relieve the situation of women of Russian origin in the Far East who have fallen into prostitution, and with organising a Conference of central authorities in Eastern countries to consider means of repressing the traffic and to exchange information on the present situation.

Child Welfare.

The Child Welfare Committee has been considering institutions for young offenders and children in moral danger, the recreational aspect of the cinematograph and especially the effects of the economic depression and unemployment upon children and young people.

Amongst the important social and humanitarian questions with which the League has been concerned during the year we must mention assistance to indigent foreigners and the treatment of prisoners.

II. REFUGEES.

During 1935, the Nansen Office has afforded assistance to more than 117,000 refugees. The steps taken for the purpose were of many kinds, e.g., consular assistance in obtaining passports and visas; the preparation and certification of many kinds of documents; legal aid; intervention on behalf of expelled refugees; exemption from taxation; various forms of assistance; applications for exemption from restrictions on foreign labour; intervention to secure hospital treatment for sick refugees; admission of children to schools, etc.

The Office has also helped in the settlement of more than 30,000 Armenian refugees in Syria and has further placed its services at the disposal of the French Government with a view to the establishment of the Assyrians from Iraq in the Plain of the Ghab.

In Turkey the Office has enabled 1,300 Russians to obtain naturalisation. It has given help to about 3,000 refugees from the Saar and has endeavoured to extend the Nansen passport system to all these persons. 1,200 Armenians in France will soon be admitted to the Soviet Republic of Erivan.

To encourage the work of the Nansen Office, the Assembly recommended a generalisation of the Nansen stamp and the issue of postage stamps with a surcharge to be devoted to the refugee fund.

As regards refugees from Germany, the High Commissariat in London has had to deal with more than 80,000 persons. Sums are being collected unceasingly for these refugees and so far more than 2 million pounds sterling have been obtained and distributed, the greater part coming from Jewish organisations in the United Kingdom and the United States. Organisations for assistance to intellectual refugees have collected more than 300,000 pounds sterling, with the help of the Rockefeller Foundation.

The High Commissariat has been engaged in securing a regular legal status for German refugees in various countries, and in obtaining residence and labour permits for those residing in Europe. But the economic depression has seriously handicapped its efforts.

The Assembly therefore considered that the creation of an organisation supported by the full authority of the League was essential for dealing satisfactorily with the whole problem of refugees.

The formation of such a body is now under consideration; it might take the place of the Nansen Office, which is shortly to be wound up.

12. TECHNICAL CO-OPERATION BETWEEN CHINA AND THE LEAGUE.

The efforts of the League's technical organisations to assist in Chinese reconstruction are naturally on a small scale. They have been chiefly directed to road communication, water conservancy, the development of co-operatives, public health and technical training at school, in addition to certain questions of industrial technique.

As regards health, the organic body consisting of the Central Station of Applied Hygiene, the National Health Administration, the Central Hospital of Nanking, the Central Laboratory of Hygiene, the Central School of Nurses, the Central School of Midwives and the Municipal School of Hygiene, Nanking, is now firmly established.

One of the most important duties of this Health Service is the training of a qualified staff. Numerous courses have been organised and 517 persons have already received special instruction. In the central laboratories practical research work is being done.

As regards communications, the Chinese National Economic Council has devoted itself exclusively to roads; 16,000 kilometres—more than 6,000 of which are macadamised and accessible at all times to motor traffic—have been built in the Provinces of Kiangsu, Chekiang, Ahnwei, Kiangsi, Hupeh, Hunan, Honan, and Fukien and in the North-West.

The improvement and development of telephone, telegraph and wireless telegraph services has been successfully pursued.

On the subject of water conservancy work which, owing to the physical and hydrological conditions of the country, is of primary importance to China, valuable results have been obtained by the Chinese hydraulic office (the Hupeh dyke, the temporary protection works on the Hai Ho and in the port of Tientsin, repair and improvement of the Weipei system, construction of the Oho irrigation network, etc.).

In education, the Chinese Government has decided to set up intellectual and technical employment exchanges at Nanking and in the West. The purpose of these exchanges will be to facilitate the vocational training of Chinese students in Europe and in the United States, and to adapt them to the present requirements of economic reconstruction in China.

13. THE LEAGUE WIRELESS STATION.

The League's wireless station, *Radio-Nations*, has this year been very busy.

The weekly broadcasting service to the two

Americas, South Africa, Australia and New Zealand has been developed, and a weekly wireless telegraph service for Government Press Bureaux has been established.

The station has also rendered valuable services in transmitting rapidly to overseas States documents concerning the Italo-Ethiopian conflict and the enforcement of sanctions: Thanks to *Radio-Nations*, Governments have been informed without delay of documents that required rapid and important decisions on their part.

14. BUDGET.

The League's budget as adopted for 1936 is 28,279,901 francs; this is a reduction on the previous year of 2,359,763 francs, in spite of a new item of 400,000 francs for the settlement in Syria of the Assyrians of Iraq.

The League's financial situation may be regarded with optimism. The financial year 1934 ended with a balance of revenue over expenditure of 3,878,641 francs. There will also be a considerable surplus for 1935. On November 30th sums received amounted already to 112 per cent. of the amount expected.

The question of contributions in arrear, which in previous years has been a serious one for the League Treasury, is gradually becoming less urgent. Most States that were in arrear with their subscriptions have accepted arrangements for making good the deficit.

* * *

On December 18th M. Edouard Benes, President of the 16th session of the Assembly of the League, which is suspended but not

yet closed, was made President of the Czechoslovak Republic.

The Secretary-General sent to M. Benes, in his name and in that of the Secretariat, a telegram congratulating him on his election to the highest office in the State and assuring him that the memory of his indefatigable devotion to the cause of peace and of justice would always be cherished in the League of Nations.

At the meeting of the Council held the same day, the President referred to M. Benes's career, pointing out that he had, since 1920, attended the meetings of the Assembly, the Council and many League conferences and committees. He congratulated M. Benes on behalf of the Council and asked the Secretary-General to assure him of the gratitude and esteem of his colleagues.

M. Laval, Mr. Eden, M. de Madariaga, M. Antoniadis, M. Rüstü Aras, M. Monteiro and M. Potemkine associated themselves with the President's eulogy and sent their warmest wishes to the new President of the Czechoslovak Republic.

A few days later M. Benes sent the following telegram to the Secretary-General:

"Please inform the Council that I am profoundly touched by the kind words of its President and Members, and beg them to accept my deepest thanks. The seventeen years of work at Geneva will remain for me an unforgettable memory. Now that I have to part from my colleagues, I wish to assure them that the League policy that I have always upheld will continue to be pursued by Czechoslovakia with the same devotion and in the same spirit."

II.—POLITICAL QUESTIONS.

DISPUTE BETWEEN ETHIOPIA AND ITALY.

The Committee of Experts appointed by the Committee of Eighteen, which had already met in November,* held a second session in December and studied the replies sent in by Governments concerning the application of the Co-ordination Committee's proposals. Proposal I. had been accepted by fifty-two Governments, and fifty of these had notified its entry into force; Proposal II. had been accepted by fifty-two Governments (forty-seven entries into force); Proposal IV. by fifty-one (forty-five), and Proposal V. by forty-six Governments, three other Governments having sent communications which would appear to indicate their acceptance in principle.

The Committee made a study of the area covered by the measures taken by Governments Members of the League. It appears from this study that all colonies, protectorates, dependencies and mandated territories of countries which have applied measures are covered by those measures, with the exception of the Spanish colonies, of Morocco (with reference to which conversations are about to be initiated), and of Spitzbergen, which is icebound at this time of year.

The Committee did not consider that it fell within its functions to review the situation in non-Member States or the action which had been taken to draw their attention to the Co-ordination Committee's proposals.

The Committee made certain remarks on the texts of laws and decrees which had been

* See Monthly Summary, Vol. XV., No. 11, page 297.

communicated by Governments. For instance, in certain cases it was not clear what penalties were imposed for infringement of the measures enforced.

The Expert Committee's report came before the Committee of Eighteen on December 12th. At the opening of the meeting the representatives of France and the United Kingdom, M. Laval and Mr. Eden, announced that in accordance with the hope expressed by the First Delegate of Belgium in the Co-ordination Committee,* their two Governments, as the result of conversations between M. Pierre Laval and Sir Samuel Hoare in Paris on December 7th and 8th, had made suggestions to the Italian and Ethiopian Governments for a friendly settlement of the dispute. They stated that these suggestions would shortly be communicated to the Council of the League.

As M. Laval said: "Our task will then be at an end, and it will be for the League itself to decide what is to be done."

Mr. Eden said: "They are suggestions which it is hoped may make possible the beginning of negotiations. If the League does not agree with these suggestions, we shall make no complaint . . . Any final settlement must be acceptable to the League as well as to the two Parties in conflict."

The Committee of Eighteen approved the Expert Committee's report, and decided to draw the attention of Members of the League to the points set out in the last part of that document. But in view of the communications from the representatives of United Kingdom and French Governments, the Committee decided to await the development of the negotiations before proceeding with its work.

The Franco-British suggestions were communicated on December 13th to the Members of the Council. In their covering letter to the Secretary-General, the two Governments announced that in working out the bases of a settlement they had borne in mind the deliberations of the Committee of Five. They had reached an agreement, and on December 10th they had instructed their representatives at Rome and Addis Ababa to lay before the Italian and Ethiopian Governments certain suggestions, entitled "Outline of an agreed Settlement of the Italo-Ethiopian Conflict."†

On the same day, in a communication to the Secretary-General, the Ethiopian Government said that in the present circumstances it was its imperative duty to do nothing which could

contribute towards creating a precedent prejudicial to any of the States Members of the League. Before replying to the proposal submitted to it, the Ethiopian Government asked that the Assembly of the League be convened immediately. The President of the Assembly, M. Benes, was consulted and held the view that, as the Council had been summoned to take cognisance of the Franco-British proposals, and as it remained, under the Covenant, the organ to which the dispute had been duly submitted, it was advisable to await the result of the Council's deliberations before taking a decision in regard to the Ethiopian request.

The Council met on December 18th. Mr. Eden (United Kingdom) said that the Paris proposals had been put forward solely to ascertain the views of the two Parties and of the League. If it transpired that these proposals did not satisfy the essential condition of agreement by the two Parties and the League, His Majesty's Government could not continue to recommend or support them. The French representative, M. Laval, stated that as the Parties had not yet made known their replies the Council would no doubt itself desire to avoid expressing a view. In his opinion even if this attempt were not approved by all Parties concerned, the Council would not be relieved of the duty incumbent on it to neglect no means of attaining a just and honourable solution, as was required both by the interests of peace and by the true spirit of the League.

M. Wolde Mariam (Ethiopia) declared that before replying to the Franco-British suggestions, Ethiopia would wish to know the views of Members of the League. There was danger that a precedent would be created whose consequences would be incalculable. Ethiopia relied on the wisdom of the Council to safeguard the rights of all Members of the League.

At the same time, in a written statement communicated to the Council, the Ethiopian Government declared that the Franco-British suggestions differed fundamentally from the proposals of the Committee of Five, of which they were "a complete and flagrant negation."

On December 19th the Members of the Council other than the Parties, after a discussion, decided to submit to the Council the following Draft Resolution, which was adopted:

"1. The Council thanks the delegates of France and of the United Kingdom for the communication which they have made to it concerning the suggestions which they have put before the two Parties with a view to conciliation.

"2. In view of the preliminary character of these suggestions, as emphasised by the two

* See Monthly Summary, Vol. XV., No. 11, page 299.

† See Annex, page 327.

Powers which took the initiative of putting them forward, the Council does not consider that it is called upon to express an opinion in regard to them at present.

"3. The Council instructs the Committee of Thirteen, bearing in mind the provisions of the Covenant, to examine the situation as a whole, as it may appear in the light of the information which the Committee may procure."

On the same day the Committee of Eighteen met and observed that it was in the same position after the Council's Resolution as it had previously been. It would therefore continue to follow the application of the sanctions in force, and accordingly instructed the Chairman to remain in touch with the Chairman of the Committee of Thirteen with a view to the fixing of the date of its next meeting.

OUTLINE OF AN AGREED SETTLEMENT OF THE ITALO-ETHIOPIAN CONFLICT.

I. *Exchange of Territories.*

The Governments of Great Britain and France agree to recommend to His Majesty the Emperor of Ethiopia the acceptance of the following exchanges of territory between Ethiopia and Italy.

(a) *Tigre.*

Cession to Italy of eastern Tigre approximately limited on the south by the River Gheva and on the west by a line running from north to south, passing between Axum (on the Ethiopian side) and Adowa (on the Italian side).

(b) *Rectification of Frontiers between the Danakil Country and Eritrea*, leaving to the south of the boundary line Aussa and the extent of Eritrean territory necessary to give Ethiopia an outlet to the sea to be defined below.

(c) *Rectification of Frontiers between the Ogaden and Italian Somaliland*. Starting from the tri-junction point between the frontiers of Ethiopia, Kenya and Italian Somaliland, the new Italo-Ethiopian frontier would follow a general north-easterly direction cutting the Webi Shebéli at Iddidole, leaving Gorahai to the east, Warandab to the west and meeting the frontier of British Somaliland where it intersects the 45th meridian.

The rights of the tribes of British Somaliland to the use of grazing areas and wells situated in the territories granted to Italy by this delimitation should be guaranteed.

(d) *Ethiopia will receive an outlet to the sea with full sovereign rights*. It seems that this outlet should be formed preferably by the

cession, to which Italy would agree, of the port of Assab and of a strip of territory giving access to this port along the frontier of French Somaliland.

The United Kingdom and French Governments will endeavour to obtain from the Ethiopian Government guarantees for the fulfilment of the obligations which devolve upon them regarding slavery and arms traffic in the territories acquired by them.

II. *Zone of Economic Expansion and Settlement.*

The United Kingdom and French Governments will use their influence at Addis Ababa and at Geneva to the end that the formation in Southern Ethiopia of a zone of economic expansion and settlement reserved to Italy should be accepted by His Majesty the Emperor and approved by the League of Nations.

The limits of this zone would be: on the east, the rectified frontier between Ethiopia and Italian Somaliland; on the north the 8th parallel; on the west the 35th meridian; on the south the frontier between Ethiopia and Kenya.

Within this zone, which would form an integral part of Ethiopia, Italy would enjoy exclusive economic rights which might be administered by a privileged company or by any other like organisation, to which would be recognised—subject to the acquired rights of natives and foreigners—the right of ownership of unoccupied territories, the monopoly of the exploitation of mines, forests, etc. This organisation would be obliged to contribute to the economic equipment of the country, and to devote a portion of its revenues to expenditure of a social character for the benefit of the native population.

The control of the Ethiopian administration in the zone would be exercised, under the sovereignty of the Emperor, by the services of the scheme of assistance drawn up by the League of Nations. Italy would take a preponderating, but not an exclusive, share in these services which would be under the direct control of one of the principal advisers attached to the Central Government. The principal adviser in question, who might be of Italian nationality, would be the assistant, for the affairs in question, of the Chief Adviser delegated by the League of Nations to assist the Emperor. The Chief Adviser would not be a subject of one of the Powers bordering on Ethiopia.

The services of the scheme of assistance, in the capital as well as in the reserved zone, would regard it as one of their essential duties to ensure the safety of Italian subjects and the free development of their enterprises.

The Government of the United Kingdom and the French Government will willingly endeavour to ensure that this organisation, the details of which must be elaborated by the League of Nations, fully safeguards the interests of Italy in this region.

* * *

The foregoing text is the text which was communicated to the Italian Government.

Two modifications were introduced into the text communicated to the Abyssinian Government:

1. The first paragraph of section II. is drafted as follows:

"The United Kingdom and French Governments recommend His Majesty the Emperor to accept, and will use their influence to secure the approval of the League of Nations of, the formation in Southern Ethiopia of a zone of economic expansion and settlement reserved to Italy."

2. A few words have been added to the end of the first sentence of the fourth paragraph of the same section II. These words are as follows:

"The control of the Ethiopian administration in the zone would be exercised, under the sovereignty of the Emperor, by the services of the scheme of assistance drawn up by the League of Nations and already accepted by the Emperor as extending over the whole area of Abyssinian administration."

III.—PROTECTION OF MINORITIES.

SETTLEMENT OF THE ASSYRIANS OF IRAQ.*

On December 18th the Council considered, in the presence of the representative of Iraq, M. Sabih Najib, the question of the establishment of the Assyrians of Iraq.

On November 12th, 1935, the Committee for the Settlement of the Assyrians of Iraq submitted to the Council a report on the scheme for settlement in the French mandated territories of the Levant. The Committee then announced that it was in communication with the Iraq Government and the High Commissioner for Syria and the Lebanon with a view to proceeding to the individual consultation of the Assyrians in order to ascertain the exact number of those who desire to take advantage of the settlement scheme. This consultation began on December 14th, 1935.

The scheme drawn up consists of two sections, first, the public works necessary to reclaim the Ghab plain, and secondly, the maintenance and provisional settlement of the Assyrians pending the completion of the reclamation scheme, and their final settlement on the reclaimed land.

The public works for the reclamation of the Ghab, for which the High Commissioner is responsible and for the execution of which the mandated territories have offered to pay a total of twenty-eight and a half million French francs, have already been started.

In the opinion of the Committee, it was urgent that preparatory works for the settlement be

immediately undertaken in Syria, with a view to the reception of the Assyrians in the spring, as contemplated in the scheme.

The Committee reached the conclusion that the most satisfactory course for the realisation of the scheme would be for the Council to set up in the mandated territories of the Levant an autonomous body with legal personality to undertake the financial responsibility for the settlement operation, as distinct from the public works for the reclamation of the Ghab, and, in collaboration with the High Commissioner, the administration of the settlement. This body, to be known as the "Assyrians' Settlement Trustee Board," would, in addition, eventually take over, administer and dispose of the land in the Ghab area when reclaimed.

On the proposal of M. Lopez Olivan (Spain), rapporteur, the Council decided on the setting up of a Trustee Board, approved its statutes and the regulations for the control, administration and appropriation of funds. It appointed as Chairman of the Board M. Henri J. Cuénod (Swiss), engineer, who had organised the exchange, transfer or repatriation of over one hundred and twenty thousand prisoners of war. It also appointed as a temporary member of the Trustee Board until February, 1936, M. Barcenas (Spanish), assistant to the League Financial Committee's representative in Vienna.

M. Massigli (France) stated before the Council that the High Commissioner for the Levant States under mandate would give his whole-hearted assistance to the Trustee Board, in order to ensure the complete success of the scheme.

* See Monthly Summary, Vol. XV., No. 9, page 227.

IV.—TECHNICAL ORGANISATIONS.

I. ECONOMIC AND FINANCIAL ORGANISATION.

Meeting of the Financial Committee.

The Financial Committee met from December 9th to 14th with M. Dayras in the chair, and dealt successively with the financial situation in Austria, Bulgaria and Hungary.

I. *Austria.*

The Committee examined the Sixteenth Quarterly Report of M. Rost van Tonningen, representative of the League in Austria. The Austrian Minister of Finance, Dr. Draxler, was present at the meeting; he was assisted by Dr. Gruber and Dr. Rizzi and by M. Kienbock, President of the Austrian National Bank, and M. Maurice Frère, adviser to the National Bank.

M. Rost van Tonningen pointed out that many departments of economic activity in Austria continue to show progress, in spite of the difficulties that remain. The budget deficit, which was 226 million schillings in 1934, has been reduced to 120 millions for 1935 and will be only 58 millions in 1936.

The Committee were glad to note the reintegration in the budget of much maintenance expenditure and a greater budgetary unity due to the inclusion of certain funds and the release for general purposes of previously ear-marked revenues.

It has not been necessary to issue any Treasury bills since September. But the Committee understood that it might be necessary to issue some 7 million schillings in December to cover extraordinary expenditure in that month. This would bring the floating debt at the end of the year to 132 million schillings against 179 at the end of 1934.

The foreign trade returns for the first ten months of 1935 show a continued increase in the volume of trade and a higher level of exports than in 1934. The adverse trade balance has improved by 13 million schillings (5.6 per cent.). Imports of raw materials are higher than last year, whilst the value of finished goods exports rose from 268 to 281 million schillings.

The position of the National Bank as regards foreign exchange remains favourable. Reserves at the beginning of December were greater by about 78 millions than the total held at the same period last year.

The higher level of industrial activity is being maintained. Tourist traffic was much better in 1935 than in 1934 and there was an increase not only in the number of foreigners, but also of Austrian travellers.

Unemployment continued to fall until the middle of October, when the expected seasonal increase set in. By the end of November the total number of unemployed had reached 242,759—over 32,000 less than in 1934.

II. *Bulgaria.*

The Financial Committee considered the situation in Bulgaria with M. Momtchiloff, Permanent Delegate of Bulgaria to the League of Nations, and heard statements by M. P. Cheysson, League Commissioner in Bulgaria, and M. N. Köstner, Adviser to the National Bank.

Provisional results of the first ten months of the current budget show a deficit of 471.8 million leva. The respective shares of the State and the railway budgets in this deficit are 279.4 and 192.4 million leva.

The Treasury had not only to bear the consequences of the deficit, but also to take charge of outstanding payments from the previous financial year, totalling 379.7 millions. On October 31st it had to meet outstanding liabilities for 866.3 millions. The results for November and December will make the situation even worse.

To meet these needs, the Treasury has 480.5 millions standing to its credit at the National Bank, together with the possibility of discounting 200 millions of Treasury bonds, being the balance of the 300 millions authorised by the Council in September, 1935. The Finance Minister also expects that the reintegration in the state budget of certain funds will bring various amounts to the treasury.

The Financial Committee, at its September session, proposed to the Council that the amount of Treasury bills which may be discounted at the National Bank, should be raised by 300 millions, but it asked the Government to carry out a number of reforms.*

In accordance with these recommendations, the Government took the following decisions:

(a) Out of the 300 millions of Treasury bills authorised, one hundred millions have been issued, the proceeds of which have been used to pay part of the arrears entered on or before September 1st, 1935, with the assent of the Committee of Four instituted on the recommendation of the Financial Committee in 1933.

(b) Thirty funds administered outside the general budget will be finally included in the next budget. Three exceptions have been agreed to or proposed by the Committee of Four.

In the future, no new fund may be created

* See Monthly Summary, 1935, Vol. XV., No. 9, page 214.

except by a legislative act and only provided that it will be formed out of resources not having the character of State revenue.

(c) The National Bank has been instructed only to pay as from November 1st, 1935, payment orders bearing reference to a monthly budget and within the limits of the monthly budgets.

(d) Payments on provisional receipts are henceforward abolished. Public expenditure is met on the production of payment orders properly drawn up and endorsed by the Audit Office. Only payments in respect of public debt are excepted from this rule, and are paid, according to the instructions sent direct by the Public Debt Directorate, to the debit of its current account at the National Bank of Bulgaria.

(e) Special credits and budgets the validity of which extend beyond the financial year have been abolished.

(f) The control of commitments of expenditure has been reintroduced and control by means of monthly budgets has been made stricter.

The Financial Committee noted with satisfaction these decisions which partly give effect to its recommendations. It expressed the hope that in the next budget further reforms would complete the realisation of the programme previously laid down.

The Government has already undertaken to "make every effort to unify the 1936 budget so as to render it clearer and more in conformity with the realities of the financial situation". The Committee, however, emphasised that the budget could only be balanced if the administrative reforms which it had often urged were immediately undertaken. Economies were necessary not only in the execution of the budget, but in the proper conduct of the public services.

The Committee once again drew the Bulgarian Government's attention to the necessity of introducing the system of *gestion* in the next budget. The resulting clearness would help the Government in carrying out its task. Attention was also drawn to the necessity for balancing the railway budget and the Committee asked for a complete statement of the position of the railways, the results of their operation, their programme of capital expenditure and their methods of accounting.

A cereal crop practically equal to the average of the previous five years and about 25 per cent. higher than that of 1934 was harvested that Autumn. This relieves the country of the anxieties of a deficit in foodstuffs and may leave a surplus for export. The gradual development of the crops used for industrial purposes is giving from year to year better results. The cultivation and export of grapes, fruit and vegetables is becoming an important asset in Bulgarian economy. The export of crops

up to November 20th, 1935, amounted to about 245 million leva as against 135 million in the same period of 1934.

The total exports for the first ten months of 1935 amounted to 2,557 million leva—i.e., 520 millions above 1934. Imports, amounting to 2,365 millions, have increased by 538 millions. There is thus a favourable balance of 192 millions, against 110 millions last year.

The commercial portfolio of the National Bank stood at 582 million leva in the middle of November, or higher than at the same date in 1930. Together with the new Treasury bills facilities, these increased discounts tend to enlarge the monetary circulation; but, thanks to general market conditions, the circulation has not yet attained the figure for November 1934, for it has been kept strictly under control by the National Bank.

The Committee noted the difficulties in the foreign exchange position resulting from clearing agreements, by which about 80 per cent. of Bulgarian foreign trade is at present governed. Besides dislocation of foreign trade from its normal channels, the clearings seem still to be resulting in debit balances for Bulgaria in countries with strong currencies, while the presence of credit balances in certain countries with weak currencies serves as an incentive for over-importation. The moment seems to have arrived for Bulgaria to consider the establishment of a simpler exchange system.

In agreement with the Government, the National Bank has decided to take over the cost of pensions to certain classes of former employees who left its service before January 1st, 1927.

III. Hungary.

The Committee heard a statement by Dr. Fabinyi, Minister of Finance, and remarks on the National Bank's position by Dr. Baranyai, and also explanations by Mr. Tyler, representing the Financial Committee in Hungary.

At the end of November, actual expenditure for the first five months of the fiscal year beginning on July 1st, 1935, was slightly higher than for the same period of 1934. Receipts also increased, but less than expenditure. The deficit at present is slightly higher than a year ago. The avoidance of all new charges therefore remains essential.

The Government has issued a Decree making a further reduction in the burden on the agrarian debtor. This Decree provides for the giving of financial assistance by the State through a central institution formed by the banks concerned. The maximum capital burden assumed by the State thus increases

from 175 to 275 million pengö. The annual charge on the budget increases from 7.8 to 10.9 million pengö.

The National Bank has recently adopted measures for discontinuing the former system of export premiums and substituting uniform rates of premiums and surcharges paid by importers when foreign currency is allotted them. This new policy simplifies a procedure which had become excessively complicated and puts trade and production on a freer basis. It should reduce the disadvantages inherent in any system of exchange regulation.

The National Bank has continued to make transfers in the appropriate currencies, month by month, towards the service of the Reconstruction Loan, 1924, in conformity with the programme (50 per cent. of the coupon) announced on July 5th last.

The value of imports for the first eleven months of 1935 amounted to 350.1 million pengö, against 322.1 in 1934. Exports were 406.5 against 363.8 millions. Export and import values have been swelled by the increase in prices, especially for wheat. The volume of trade has not increased.

After a long period during which the agricultural population's purchasing power had sunk very low, some improvement has resulted from the increase in the prices of some food groups.

Employment is rather better. The traffic and receipts of the State railways and the Post, Telegraph and Telephone Administration show an advance over last year.

The following attended the Committee's meeting: M. Dayras (Chairman) (French), M. Janssen (Belgian), M. Ter Meulen (Dutch), M. Miynarski (Polish), Sir Otto Niemeyer (English), M. Pospíšil (Czech), Sir Henry Strakosch (South African), M. Swanidze (U.S.S.R.) and M. Tumedei (Italian), with M. Blau (Swiss), representing the Fiscal Committee.

2. COMMUNICATIONS AND TRANSIT.

(a) *Technical Co-operation with China.*

In accordance with the plan of technical co-operation between China and the League, which came into operation in 1931, a group of engineers was appointed by the Communications and Transit Organisation in 1934 to visit China at the request of the Chinese Government, in order to give technical advice on certain aspects of the Government's reconstruction work.

Before their departure, preliminary studies

were made by these experts in Europe, on the basis of information received from China.

In the country itself, the engineers investigated on the spot certain problems of water conservancy and of road communications, referred to them by the road and river authorities of the Chinese National Economic Council.

On their return to Europe, each of the experts prepared a draft report on the questions with which he had been specially instructed to deal.

The experts met for the first time in Geneva from November 18th to 23rd to prepare a general report on the lines of these various drafts, and again at Brussels on December 12th, to complete the drafting of their report, which will then be communicated direct to the Chinese Government.

A summary of the report will in due course be given in the *Monthly Summary*.

(b) *Recommendations of the Barcelona Conference concerning ports subject to an International Régime.*

In accordance with Article 103 of the Lausanne Peace Treaty signed on July 24th, 1923, the Government of the Turkish Republic acceded to the recommendations of the Barcelona Conference dated April 20th, 1921, respecting ports placed under an international régime, and undertook to apply these recommendations as soon as the Treaty came into force. Turkey has informed the Secretary-General of the League that the Turkish ports of Istanbul, Trabzon, Samsun, Gireson, Inebolu, Zonguldak and Antalya are placed under the international régime provided for in the above recommendations.

The Government also stated that the port of Izmir was placed under the same régime, but being within the Turkish military zones, was at the same time subject to the military and administrative regulations applying to such zones in Turkey.

3. HEALTH ORGANISATION.

Flies and Rural Hygiene.

The League of Nations Health Organisation is investigating the problem of the fly plague in connection with its study of rural hygiene. For this purpose a meeting of entomologists was held in London on December 16th and 17th.

The meeting pointed out that the fly problem is very important in some countries such as, for instance, Denmark, whereas it is almost non-existent in others, for instance, Great Britain. A report was adopted stating that research should be centred upon the following points:

(1) Investigations aiming at a clear experimental demonstration of the influence of the house-fly on the epidemiology of intestinal diseases.

(2) Biological, and, where possible, morphological studies of the flies visiting human food and particularly of those breeding in human faeces.

Stress was laid upon the local character of the problem of fly control and on the necessity for investigations as to the varying methods of establishing such control. The method of covering manure with tarpaulin or tar-paper might, it was thought, in most cases prevent breeding of flies in manure and domestic refuse. Much depended upon the education of the population as regards the danger due to house-flies. The fly problem in Eastern countries differs in many respects from that in Europe, and should be a subject for discussion at the Conference on Rural Hygiene in Eastern Countries in 1937.

The League of Nations Health Organisation should continue to co-ordinate research on the fly problem and should endeavour to establish an international co-operation among research workers on this problem in as many countries as possible. The following lines of research were suggested by the experts:

(1a) Of the processes submitted to the meeting in particular the modified Hutchinson's system of disposal of stable manure should be tried in countries where climate and agricultural conditions are similar to those in Estremadura (Spain), according to the technique outlined by Dr. Martin Cano and Dr. Gil Collado.

(b) Experiments should be carried out in different countries on the general utility, under rural conditions, of the conservation of farm manure in shallow, open rectangular containers, constructed of brick and cement, as suggested by Professor Roubaud.

(c) Experiments should also be carried out on methods of covering manure with materials that are not attractive to flies, e.g., cow-dung in certain countries, layers of earth, clay and other materials (Bradford system) and to determine to what depth of loose or rammed earth

or other material a newly hatched fly is able to penetrate in order to escape.

(2a) A precise systematic study of the domestic *Muscidæ* of all parts of the world should be made.

(b) A detailed study of the morphology of the house-fly in all stages, including the puparium, should be taken up by each investigator in order to find out, if possible, if sub-specific or racial differences exist between the house-flies of different regions. Comparative studies of living material from different countries, bred under identical or different conditions, are recommended.

(3) Investigations should be made on the chemical constitution of manures of common animals, chiefly cows and calves, in connection with fly breeding and larval nutrition in the different countries, with a detailed statement of the feeding of the animals.

(4) Investigations should be carried out on the behaviour of newly emerged adult flies, male and female, and of pregnant females, using Krijgsmann's method, with exchange of specimens of flies. The work should be undertaken with special reference to the type and composition of manure.

(5) Investigations as to the relationship of the house-fly and other species to human faeces should be made, applying the technique used by Professor Lörincz.

(6) A study should be made of the effects of the total suppression of flies, in the absence of any other hygienic improvement, in a village of which the epidemiology of typhoid or other intestinal diseases (infantile diarrhoea) is exactly known for, say, the last five years.

The meeting was attended by the following: Major Austen (President) London, Professor Buxton (London), Dr. Gil Collado (Madrid), Professor Gater (Singapore), Professor Lörincz (Budapest), Sir Guy Marshall (London), Professor Roubaud (Paris), Professor Thomsen (Copenhagen), Professor Wigglesworth (London). Secretariat: Dr. Pampana. Observers: Mr. G. P. Hodgkin (Malaya), Dr. Milna (Malaya), Professor Muller (Palestine), Mrs. Thomsen (Copenhagen), Dr. Wilson (Malaya), Dr. Wiesmann (Wädenswil, Zürich).

V.—ADMINISTRATIVE QUESTIONS.

MANDATES.

Report on the Commission's Twenty-eighth Session.

The Mandates Commission, which met at the end of October,* reviewed the administration

of the Mandatory Powers in Togoland and Cameroons under British Mandate, Togoland and Cameroons under French Mandate, the islands under Japanese Mandate, Western Samoa and Ruanda-Urundi.

A certain number of petitions were also considered and various general questions dis-

* See Monthly Summary, 1935, Vol. XV., No. 10, page 267.

cussed, such as the application of the principle of economic equality.

I. *Annual Reports.*

Cameroons under British Mandate.

The demarcation of the frontier between the Cameroons under British mandate and the Cameroons under French mandate has not yet been carried out, owing to lack of the necessary staff. The Commission again pointed out that this delimitation was provided for in the first Article of the Mandate*.

The Commission asked the Mandatory Power to state how it proposed to apply the principle of economic equality† to the two States which during 1935 ceased to be members of the League.

The Commission observed that the mandated territory was contributing to the upkeep of a military unit stationed in the colony of Nigeria, and asked how far this expenditure could be justified in the direct interest of the territory.

Togoland under British Mandate.

Since there is a customs union between the mandated territory and the Gold Coast Colony (where a system of quotas or preferential customs duties has been provided for in certain ordinances), the Commission asked to be informed of the method adopted by the mandatory Power to safeguard in its practical application the principle of economic equality.

The next question was the system of allocating customs revenue between the territory and the Gold Coast. On this subject the Commission asked for further information as to the system applied. It also requested the mandatory Power to furnish details as to the economic régime, public health, etc.

Togoland and Cameroons under French Mandate.

The French Government has rescinded, as regards the Cameroons and Togoland, the decree rendering applicable to these territories the provisions of the law of May 16th, 1930, reserving for French aircraft the commercial transport of persons and goods between two points in French territory and between France and her colonies.

The Commission expressed its appreciation of the readiness displayed by the mandatory Power to amend a text the application of which appeared likely to infringe the principle of economic equality.

With regard to Togoland, in particular, the Commission was informed of various measures taken in 1935 to cover the budgetary deficit

of the mandated territory. As it announced last year, the mandatory Power has provisionally left unfilled the highest posts in the administrative hierarchy, and the direction of the services in question has been entrusted to high officials of the neighbouring Colony of Dahomey. The number of administrative areas had been reduced from six to three and other budgetary reductions have been effected.

The mandatory Power again declared that these measures in no way affected the individuality of the territory in question.

The Commission reserved its judgment on the results of the reform until it had examined later reports.

Ruanda-Urundi.

The Commission examined the text of the ordinance, dated January 27th, 1934, issued by the Governor General of the Belgian Congo, concerning air navigation, which had been made applicable to the territory under mandate, and enquired whether certain of its provisions were compatible with the clause in the mandate relating to economic equality. It asked the Belgian Government for further assurances on the subject.

As regards the financial situation, the Commission's attention was again directed to the increase in the public debt. It took note of the accredited representative's statement that the constant development of the mining industry justified hopes of an improvement in the near future.

It also asked for information as to the granting to a particular religious order of a monopoly of the teaching given to the future native administrative staff in the official schools of Astrida.

Islands under Japanese Mandate.

The Commission noted the information contained in the Annual Report and confirmed by the accredited representative of the Mandatory, to the effect that, since 1922, there have been neither military nor naval forces stationed in the territory, and also that no fortifications or military or naval bases have been established or maintained.

It welcomed a declaration by the accredited representative that it was intended that natives should benefit to an increasing extent by the favourable economic situation in the territory. But it observed with concern that the population appeared to be stationary and even in some islands to be decreasing. It trusted that the efforts of the Administration to check the de population of the territory would prove successful in the near future.

* The Commission made a similar remark in dealing with the Cameroons under French mandate.

† The Commission made a similar remark as regards Togoland and the Cameroons under French mandate.

Western Samoa.

The Commission noted the statement made in the Annual Report and by the accredited representative to the effect that there had been an improvement in the political situation in the territory, and that there was evidence of increasing co-operation on the part of the natives with the Administration. It asked for further information and explanations concerning the levying and partial refunding of export duties, on the labour conditions of Chinese workers, and on education.

II. Petitions.

A certain number of petitions were examined relating to Palestine, Syria and the Lebanon, Tanganyika, South West Africa, and the islands under Japanese mandate, together with the observations made in regard to them by the mandatory Powers. Each of these petitions formed the subject of a written report by a member of the Commission. In its opinion, none of them called for further action.

*III. Special Questions.**Commercial Agreement between France and the United Kingdom.*

The Commercial Agreement concluded between France and the United Kingdom on June 27th, 1934, had already formed the subject of discussion in the Commission and in the Council.

The Mandates for Palestine, Syria, the Cameroons and Togoland (British and French Mandates) and Tanganyika include a commercial equality clause. Article 2 of the Agreement, interpreted literally, would seem to show that

the two signatories mutually recognised their right to establish a preferential system in their relations with these territories, for the benefit of their own export trade.

The Commission had therefore requested the Council in June, 1935, to ask the United Kingdom and French Governments to furnish assurances on the subject.†

Accordingly, the Governments concerned made it clear that the effect of Article 2 (a) of the Agreement was merely to preclude France from claiming privileges given by the United Kingdom to United Kingdom mandated territories, and the United Kingdom from claiming privileges given by France to French mandated territories.

The Commission took the view that this interpretation safeguarded Article 2 of the Agreement from any interpretation incompatible with the principle of commercial equality which governs the status of the territories under A and B Mandates entrusted to the United Kingdom and France.

Japan and Economic Equality.

On October 28th the accredited representative of Japan stated before the Commission his Government's reasons for thinking that the withdrawal of Japan from the League cannot involve that country in the loss of the benefits of the economic equality clause contained in A and B Mandates.

After hearing the explanations of the representative of the Japanese Government, the Commission was of opinion that, owing to the nature and scope of this declaration, it should not discuss the matter without being requested to do so by the Council.

VI.—SOCIAL AND HUMANITARIAN QUESTIONS.*I. REFUGEES.**International Assistance to Refugees.**

The Committee for International Assistance to Refugees, set up under the Assembly resolution of September 28th, 1935, met in Geneva from November 28th to December 7th, under the presidency of M. Stefan Osusky, Czechoslovak Minister in Paris.

In September 1935 the Assembly considered that the League had done useful work in the matter of assistance to refugees. It realised, however, that the refugee problem required further examination, within the limits of the existing decisions of the Assembly. This examination should, it considered, be limited,

for political and financial reasons, to the categories of refugees already dealt with by the Nansen Office and the High Commissariat in London.

The Committee was instructed to collect all evidence, particularly that of the Inter-Governmental Advisory Commission for Refugees, and to report to the Council, which will be able to take any measures that it may think desirable, even before the meeting of the ordinary Assembly in 1936, to which, however, the question will have to be submitted.

The Committee heard representatives of the Inter-Governmental Advisory Commission for Refugees of the Nansen Office and of the High

* See Monthly Summary. Vol. XV., No. 9, page 224.

† See Monthly Summary, Vol. XV., No. 9, page 206.

Commissariat for Refugees (Jewish and other) coming from Germany, and considered suggestions from various private bodies concerned with refugees.

In its report to the Council, the Committee expressed the view that a solution of the problem could only be reached by a close co-operation of the States and parties concerned. Countries directly affected could make their contribution in terms of rights of asylum, while distant States could contribute by absorbing refugees placed on their territory. The contribution to be made by the countries from which the refugees come was also outlined.

On its juridical side, the problem was one of providing certain minimum legal rights to reside and to work in a country. In this connection the desirability of increasing the ratifications of the Refugee Convention of 1933 was specially stressed.

The Committee was confronted with two facts: (1) the decision of the League regarding the liquidation of the Nansen Office by the end of 1933; and (2) the contemplated dissolution, by the end of January 1936, of the High Commissariat for Refugees coming from Germany.

The Committee considered that the refugee problem would continue to present its national and international aspects so long as its causes were not removed. In its view, the principles of international solidarity required: (1) assistance to States most directly affected; (2) responsibility to contribute in various ways to a progressive solution of the problem, and (3) measures to prevent its aggravation.

The Committee also took note of the probable increase in the number of refugees from Germany, and of the necessity for making adequate provision for this contingency. It thought it urgent to provide a legal status for these refugees. In this connection, the experience gained since 1921 in providing a certain minimum status for other refugees could be utilised. Colonisation in Palestine and in certain South American countries offered certain possibilities.

As regards Armenian refugees, the Committee was informed that the authorities of the Union of Soviet Socialist Republics would not oppose the settlement on its territory of certain groups of these people, provided external assistance rendered such a return possible.

The delicate problem of the naturalisation and assimilation of refugees in the countries to which they emigrate was not overlooked. The duties devolving upon such refugees to prepare themselves to become loyal citizens

of the countries in which they were established were emphasised by the Committee.

In the third part of its report to the Council, the Committee was unanimous in recommending the following provisional measures for the period up to the Assembly of 1936:

1. The appointment of an outstanding personality who, in collaboration with the technical services of the League of Nations, shall be instructed to carry out the following tasks during the period between the next session of the Council and the 1936 ordinary session of the Assembly:

(a) Assure the continuity of the work of the High Commissariat for German refugees, Jewish and other, in London;

(b) Make preparation for and convoke the meeting of an inter-governmental conference with a view to drawing up a scheme of legal protection applicable to refugees coming from Germany and, if necessary, to refugees of other categories.

(c) Carry out, in the form of an enquiry, a consultation among Governments to find out what possibilities of absorbing and providing employment for further refugees they can offer;

(d) Draw up, on the basis of this enquiry, a programme of emigration for refugees from Germany to those countries which are willing to receive them (Palestine, South America, etc.), including the steps to be taken for the transfer of as much capital as possible.

(e) Make a full report on the problem of the refugees coming from Germany for submission to the Assembly.

2. The provisional appointment of another outstanding personality who, until the next session of the Assembly, would:

(a) act as President of the Governing Body of the Nansen International Refugee Office;

(b) be empowered to carry out any reform or change necessary in the internal administration and representation in different countries of the Office, as well as in its general activities (relations with Governments, placing, emigration and assistance to refugees, their legal status, etc.);

(c) draw up a special report for submission to the Assembly, containing a revised and constructive plan for the liquidation of the Office.

* * *

For the more permanent organisation to deal with the refugee problem, the Committee, by four votes to one, recommended that, after September 1936, the Nansen Office should be

placed under a highly qualified person who would also direct a separate organisation to deal with German refugees. His duty would be *inter alia* to wind up the Nansen Office, as provided for by the Assembly resolutions, and to see that the special Organisation for German refugees should, in due course, be transformed into an autonomous organisation to be placed under the auspices of the League.

In case the preceding proposal should prove unacceptable to the Council, the Committee decided, by four votes to one, to recommend an alternative scheme which would provide for the two services to be carried on separately, in much the same manner as during the provisional period.

The proposal put forward by the Italian expert, but rejected by the other four members, would refer the legal protection of refugees to an inter-governmental conference, while the task of assistance and placing would be handed over to private organisations. According to this plan, an international committee of assistance would be set up to co-ordinate and assist the private organisations in their task.

The meeting was attended by: M. Michael Hansson (Norwegian), former President of the Mixed Court of Appeal of Egypt; M. G. de Michelis, Senator and Ambassador of Italy; M. P. R. Roland-Marcel (French), Counsellor of State and former Prefect of the Lower Rhine; and Sir Horace Rumbold, former Ambassador of the United Kingdom.

2. TRAFFIC IN OPIUM.

Draft Convention for the Suppression of the Drug Traffic.

In accordance with a decision taken by the Council in May, 1935, the Committee of Experts charged with a further revision of the Draft International Convention on the repression of the illicit traffic in dangerous drugs met from December 9th to 17th, 1935. The following countries had been invited by the Council to send experts to this session: Austria, United Kingdom, Canada, Chile, Czechoslovakia, France, Greece, India, Italy, Japan, Netherlands, Poland, Spain, Sweden, and U.S.S.R. The Swedish Government had informed the Secretariat that it was unable to appoint a representative. The International Criminal Police Commission at Vienna also nominated three members to join the Committee.

H. E. M. Verchere de Reffye, Minister of France, was Chairman.

The experts examined the Draft Convention, which had already been twice referred to

Governments, and also the remarks sent in by them.

The Committee of Experts gave special attention to Article 1 of the Draft Convention which bears upon the illicit traffic and the penalties to be applied thereto. The term dangerous drugs was defined to include all the substances listed as harmful and habit-forming by the three principal international conventions, that of The Hague in 1912, the Geneva Convention of 1925, and the Limitation Convention of 1931. The preparation, transformation, extraction, manufacture, offer for sale, distribution, purchase, transport, importation and exportation of drugs were enumerated among the acts contrary to the stipulations of the existing drug conventions.

The question of enlarging the conception of the illicit traffic was raised by certain members of the Committee, who held that it should be so construed as to bring under penalties the cultivation, harvesting, and production of raw materials which, though not banned by international convention, were contrary to the national laws of various countries.

Although a majority were in favour of such an extension, a minority considered that this proposal went beyond the Committee's task, and that in any case it would be difficult to apply when the national laws themselves varied from country to country.

The Committee also dealt with the problem of extradition. It was decided to include among extraditable offences any of those mentioned in Article 1, except cultivation, harvesting, and production of raw material. Largely owing to differences in existing national legislation, the Committee did not see its way clear to define offences which were not serious enough to warrant extradition. A certain latitude on this subject was therefore left to Governments who, it was felt, would not refuse without good reason to extradite offenders who had committed acts punishable under this head.

The idea of instigation and assistance and of conspiracy to carry out certain of the acts enumerated in Article 1 was brought forward in the discussion, but Article 1, as finally drafted by the experts, includes as punishable offences only attempts which have reached the stage of a commencement of execution and preparatory acts in so far as allowed by law.

The seizure and confiscation of articles used for the purpose of committing offences as defined in Article 1 was also examined by the experts. It was held that seizure and confiscation should include not only the drugs themselves but other articles intended for the

perpetration of offences covered by the Convention. Some members considered that confiscation might include the buildings (for instance, where clandestine factories had been installed) and funds employed for the illicit traffic as well as any other property belonging to traffickers; but this proposal was not adopted owing to the difficulty of enforcement. The text as finally approved provides for confiscation and seizure of drugs, articles, instruments, machines, and other objects that have served for the accomplishment of punishable acts.

As regards penalties for the various offences

defined in Article 1, severe sentences are provided for, including imprisonment or other forms of deprivation of liberty. A minimum sentence of imprisonment to be adopted by all contracting parties should, it was suggested, be laid down, but the diversity in the different national criminal codes made the adoption of this proposal impossible.

This revised draft will be referred to the Council in January, 1936, and will later be considered by an international conference, which will be summoned in June for the purpose of concluding the Convention.

VII.—THE REDUCTION OF ARMAMENTS.

Meeting of the London Naval Conference.

By a communication of October 24th, 1935, the United Kingdom Government informed the Secretary-General of the League that it had summoned a conference of the representatives of the signatory Powers of the Washington and London Naval Treaties, to meet in London on December 2nd.

The purpose of the Conference is to secure agreement on as many aspects as possible of naval limitation, with a view to the conclusion of an international treaty to take the place of the two naval treaties expiring at the end of 1936.

The United Kingdom Government invited to this Conference the representatives of the United States, Japanese, French and Italian Governments.

Following upon an invitation addressed to him on November 30th, 1935, the Secretary-General appointed M. Th. Agnides, Director of the Disarmament Section of the Secretariat, to represent the League as an observer at this Conference.

M. Agnides was accompanied by Captain B. F. Adams, Naval Expert in the Disarmament Section.

VIII.—INTELLECTUAL CO-OPERATION.

1. The Committee on Arts and Letters.

The Bureau of the Permanent Committee on Arts and Letters met at the Institute of Intellectual Co-operation on December 18th, with M. Jules Destrée in the Chair.

Note was taken of the resolution of the Intellectual Co-operation Committee emphasising the value and importance of the "Conversations" that had been arranged on certain subjects of special interest to intellectual co-operation. The subject of the next meeting was also discussed. The Committee was informed that the Hungarian Government had invited it to organise a conversation at Budapest on "*The Part played by the Classics in Contemporary Life.*"

The Bureau held that if it were possible to arrange for this meeting, men of science should also take part in it.

The possibility of organising "Conversations in Latin America" was also considered, especially at Buenos Aires on the occasion of the Meeting of the P.E.N. Clubs in 1936.

The following took part in the above dis-

cussion: Mlle. Hélène Vacaresco, M. Jules Destrée, Professor Gilbert Murray, and M. Henri Focillon.

2. Meeting of the Executive Committee.

The Executive Committee of the Intellectual Co-operation Organisation met in Paris on December 19th and 20th, with Professor Gilbert Murray in the Chair.

The Committee took note of the discussion in the League Assembly on the work of intellectual co-operation and of the decisions then adopted, and reviewed the various phases of the Organisation's work.

(a) International Relations.

Information was given to the Committee concerning work in progress for the publication of the programmes of social science institutions. The programmes for France, Italy, Japan and Spain are being prepared. That of the United States, which served as a model, is now being revised.

The Director of the Institute then gave the Committee details of the preparations for the

next meeting of the Permanent International Studies Conference. The subject of discussion at this meeting will be: "The peaceful settlement of disputes as applied to certain international problems." This subject has been analysed as follows by the Conference: "Difficulties of principle and procedures applicable for the peaceful settlement of economic, social and territorial problems, with special reference to the following questions: (a) population, migration, colonisation; (b) markets and distribution of raw materials." The Institute is now preparing the plan of this comprehensive enquiry, in which the Rockefeller Foundation is especially interested, with the help of the various groups intending to take part in the next Conference. The Foundation has made the Institute a grant which will enable it, in particular, to provide during two years for a better international co-ordination of research work and for the development of co-operation between the institutions represented at the Conference.

(b) *Broadcasting and Peace.*

In September last, the Assembly examined the draft international convention on the use of broadcasting in the cause of peace which had been drawn up by the Institute of Intellectual Co-operation and decided to submit it to a conference to meet during the Assembly's session of 1936. The text of this draft is now being revised in accordance with the remarks of countries that have been consulted. The Institute is also drafting a memorandum containing an introduction dealing with the general scheme of the proposal and giving the replies of Governments and the revised articles.

(c) *Literary and Historical Questions.*

The Committee dealt with the Spanish-American collection of authors and with the forthcoming volumes in that series, three of which will be published each year. They are: *Dom Casmurro*, by Machado de Assis (Brazil); *Essays*, by Hostos (Porto-Rico); *Mis Montañas*, by Gonzalez (Argentine); *Peruvian Traditions*, by Palma (Peru); *Plays*, by Florencio Sanchez (Uruguay); *Essays*, by Montalvo (Ecuador); *O Mulato*, by Aluizio Azevedo (Brazil); *Chilean Folklore*, *Martin Fierro*, by Hernandez (Argentine).

The Committee received information as to the preparation of a Japanese collection on the same lines, and of the coming publication of the *Haikai* of Basho and his disciples.

On the subject of the collection of ethnographical and historical works on the origins of American civilisation, the Committee noted

the Assembly's decision to the effect that a new scientific plan should be drawn up and that the collection should be placed under the patronage of a committee of distinguished authorities on American civilisation.

(d) *National Intellectual Co-operation Committees.*

The Committee decided that the next general meeting of representatives of national intellectual co-operation committees shall take place at the end of July, 1937, during the Paris Exhibition of Technical Arts, and agreed to determine the programme of the Conference at a later date. It also decided, in accordance with custom, to invite representatives of the national committees of Belgium, Estonia, and Turkey to attend the next session of the International Committee on Intellectual Co-operation.

The following attended the meeting of the Executive Committee: Professor Gilbert Murray (Chairman), M. Julien Cain, M. de Michelis, Sir Frank Heath, M. G. de Reynold and M. Edouard Herriot.

3. *Directors' Committee.*

The Directors' Committee of the Institute of Intellectual Co-operation met with M. Edouard Herriot in the Chair on December 20th and reviewed the Institute's financial situation. It also dealt with the participation of the Intellectual Co-operation Organisation in the 1937 International Exhibition of Technical Art in Modern Life; also with the dissemination of the Institute's publications.

The Committee proposed that several meetings should be held in Paris in connection with the Exhibition: annual session of the International Committee on Intellectual Co-operation; Permanent International Studies Conference; Permanent Committee on Arts and Letters; General Conference of National Intellectual Co-operation Committees, etc.

M. Julien Cain, General Administrator of the French National Library, submitted a report on the recent session of the International Committee on Intellectual Workers held under the presidency of M. de Michelis (Italy) at the International Labour Office in Geneva.

This Committee gave special attention to unemployment amongst young graduates, to the congestion in the liberal professions and in general to present-day obstacles to a free exchange of intellectual workers.

On the proposal of M. Herriot, the Committee instructed the Institute, in co-operation with the International Labour Office, to study the

possibility of ensuring a supply of information as to openings for professors, doctors, engineers, etc., in certain countries.

This information would be placed at the disposal of young graduates in countries specially hit by unemployment. During the coming

months this question will be discussed with the International Labour Office.

The following were present at the session : M. Edouard Herriot (Chairman), Professor Gilbert Murray, M. Julien Cain, M. de Michelis M. G. de Reynold, and Sir Frank Heath.

IX.—INTERNAL ADMINISTRATION.

MEETING OF THE COMMITTEE ON THE ALLOCATION OF EXPENSES.

The Assembly in 1935 appointed a Committee on the Allocation of League Expenses. The Committee was instructed to recommend a scale for the forthcoming financial period (1936), to consider the whole question of allocation during that year and to report to the Assembly at its following ordinary session.

The Committee held a first session in September 1935. Owing to the great technical complexity of the problem and the short time at its disposal, it came to the conclusion that it was not possible to make any general change in the present scale of allocation for 1936. It recommended, however, that the contribution

of Ecuador be fixed at one unit, and that of China reduced to forty-two units.

The Committee held a second session in Geneva on December 2nd under the chairmanship of M. J. Réveillaud (France), devoted to the study of the problem in its general aspects. It decided upon a collection of material on the basis of which it would be in a position to place before the next Assembly a revised scale of contributions.

The December session of the Committee was attended by the following : M. J. Réveillaud (France), Chairman, M. Gomez (Mexico), M. Hambro (Norway), M. Cemal Hüsnü (Turkey), M. Ovsey Kagan (Union of Soviet Socialist Republics), M. Pardo (Argentine), Sir Frederick Phillips (United Kingdom), M. Rajawangsan (Siam).

X.—LEGAL AND CONSTITUTIONAL QUESTIONS.

INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

The treaties and international engagements registered by the Secretariat of the League during December include :

A Protocol of Friendship and Co-operation between Colombia and Peru and an additional Act (Rio de Janeiro, May 24th, 1934) and an exchange of notes relating thereto (Bogota, March 2nd and 5th, 1935), presented by Colombia.

The International Convention for the Unification of Methods of Sampling and Analysing Cheeses (Rome, April 26th, 1934), presented by Italy.

The International Convention regarding the organisation of the campaign against locusts (Rome, October 31st, 1920), presented by Italy.

A commercial *modus vivendi* between Spain and Uruguay, with additional Protocol and Annexes, relating to exchange (Montevideo, January 2nd, 1935), presented by Spain.

An Agreement between the United States of America and Turkey concerning the exchange of parcel post, and detailed regulations annexed

thereto (Ankara, May 25th, 1935, and Washington, July 2nd, 1935), presented by the United States of America.

A Convention between Rumania and Czechoslovakia regarding the settlement of questions resulting from the delimitation of the frontier between the Kingdom of Rumania and the Czechoslovak Republic (Prague, July 15th, 1930), presented by Rumania.

A supplementary Convention to the Extradition Convention of October 26th, 1901, between the United States of America and Belgium (Washington, June 20th, 1935), presented by both Governments.

An exchange of Notes between Denmark and Sweden regarding identification papers for American and Canadian nationals who were previously of Danish or Swedish nationality by birth (Stockholm, August 16th, 1933), presented by Denmark.

An additional Declaration for the application to the Belgian Congo and to Ruanda-Urundi of the Declaration of September 3rd, 1925, between Belgium and Switzerland regarding the legalisation of civil status records (Brussels, August 6th, 1935), presented by Belgium.

XI.—NEW LEAGUE PUBLICATIONS.

I. BUILDING ACTIVITY, INDUSTRIAL PRODUCTION AND INTERNATIONAL TRADE.

The December number of the *Monthly Bulletin of Statistics of the League of Nations* gives, in addition to the recurrent tables, information on building activity and tourists' expenditure.

Judging from the statistics of building permits issued or contracts made, the immediate prospects of the *building industry* vary widely from country to country. Figures for the first 6 to 10 months of 1935, compared with corresponding months of 1934, show for all classes of buildings taken together the following increase: Canada 91%, Australia about 50%, U.S.A. 45%, Hungary 43%, Belgium 28%, New Zealand 26%, Chile 23%, Finland 18%, United Kingdom 17%, Union of South Africa 16%, Czechoslovakia 8%. On the other hand, a decline is shown in Poland (—4%), Argentine (—8%), France (—17%), and China (6 large towns) (—22%).

Industrial Activity, which for the world as a whole was about 9% higher in 1934 than in 1933, has continued to rise during 1935. A comparison of the statistics available for the first 8 to 10 months of this year with the corresponding period of the preceding year shows an increase in 18 out of the 22 countries considered, namely, U.S.S.R. 20%, Italy 19%, Germany 18%, Chile 16%, Hungary 13%, Japan 12%, U.S.A., Sweden and Greece 11%, Canada, Denmark and Austria 9%, United Kingdom and Belgium 7%, Poland 6%, Finland 5%, Norway 4%. Industrial production remained unchanged in Czechoslovakia and Spain, and decreased only in the Netherlands by 6% and in France by 7%.

During the third quarter of 1935, the *gold value of world trade* was 2.5%, and the *quantum of world trade* 1.3% higher than in the third quarter of 1934.

The *gold value of world trade* rose sharply in October 1935, partly as a result of the rise in gold prices of some important commodities; imports were 13% and exports 12% higher than in September. This expansion is partly seasonal but, compared with October 1934, imports were up by 4.7% and exports by 7.4%.

Measured in national currencies, the *value of imports* was higher in October 1935 than in October 1934 by 37% in U.S.A. and Belgium, 25% in U.S.S.R., 18% in Australia, 13% in Austria, 12% in Sweden, Czechoslovakia and Canada, 8% in the Netherlands, 7% in Egypt, 6% in the United Kingdom, 3% in Spain,

2% in the Union of South Africa and 1% in the Netherlands Indies. Imports decreased by 2% in the Argentine and Japan, by 4% in Germany, France, India and Denmark, by 7% in Switzerland and by 23% in China (excluding Manchuria).

The *value of exports* in October, 1935, compared with the corresponding month of 1934, was higher by 49% in Egypt, 41% in Belgium, 26% in Canada, 20% in the Union of South Africa, 17% in India and Japan, 13% in China (excluding Manchuria), Netherlands and Spain, 12% in the Netherlands Indies, 9% in the Argentine, 8% in the United Kingdom and Denmark, 7% in the U.S.A., Germany and Czechoslovakia, 6% in Sweden, 3% in Austria, and 1% in Switzerland. Exports were lower by 1% in the U.S.S.R., 5% in Australia, and 13% in France.

2. BALANCE OF PAYMENTS, 1934.*

Each year the Economic Intelligence Service of the League of Nations issues information concerning international accounts (including "invisible" items such as capital movements, interest and dividend payments, tourists' expenditure, etc.) and outstanding foreign debts and assets of various countries. The volume, "Balance of Payments, 1934," which has just appeared, brings together practically all authoritative information which has become available in this field during 1935. Individual sections are given for about thirty-five countries, including those that are the world's principal traders. Among the innovations in this volume may be mentioned balance of payments statements for the Philippines, Haiti, and Manchuria, and a collection of data concerning Switzerland derived from various sources.

In the synoptic chapter, special attention is devoted this year to recent changes in the overseas investments of the United Kingdom and the United States, and circumstances affecting the income in the form of interest and dividends of these two great creditor nations.

The nominal value of the United States foreign long-term investments was reduced between the end of 1930 and the end of 1934 from \$15,170 million to \$13,114 million, or by over \$2 milliards. This large realisation of assets only brought in \$566 million, or somewhat over a quarter of the nominal value of the assets liquidated. It should not be concluded that the foreign securities sold in the United States have fallen in price by almost three-quarters; the average price depreciation is in fact less

than one quarter. It is obvious from the details supplied for individual years that sales and purchases of securities have offset each other to a great extent, and that the large discrepancy between the reduction in the nominal value of the portfolio and the cash received is due chiefly to the fact that the average price of securities sold was much lower than that of securities bought.

The liquidation has in the main been concerned with bonds which have fallen relatively much in price; to a large extent the proceeds from their sales have been employed for the purchase of high-priced foreign bonds.

The tendency thus revealed contrasts with that prevailing during the period 1926-1930, when dealings in outstanding securities implied an exchange of high prices for low-priced securities and thus involved a lowering in the quality of the United States portfolio of foreign securities.

British overseas investments have fallen but slightly during the depression period; from the end of 1929 to the end of 1933, the reduction due to regular amortisation payments and sales of old securities amounted to 9 per cent. of the nominal value of the investments. But as new capital issues for foreign account entailed an addition to the investments of 7 per cent., the net decline was only 2 per cent. The bulk of the reduction was on account of debentures and shares in foreign companies. It is believed that the tendency to liquidation of foreign investments has been most prominent in the

case of the securities which have fallen most in price.

It is pointed out that, while in 1931 the United Kingdom had to mobilise her forces to meet a sudden deficit in her accounts, she is now faced by the problem of how to allow her revenue from abroad to expand without prejudice to her exports. Her domestic economic activities exceed the 1929 level, but her income from abroad on account of interest, dividends and services rendered is lower than in 1929 by almost £200 million.

3. INTERNATIONAL TRADE STATISTICS, 1934.

The Economic Intelligence Service of the League of Nations has just published a new volume* of "International Trade Statistics" analysing the foreign trade in 1932, 1933, and 1934 of sixty-five countries, accounting for some 95 per cent. of total world trade. It contains more than 300 tables, which are accompanied by explanatory notes. These data illustrate strikingly the great changes undergone in recent years in the composition and direction of foreign trade, and their effect on the position of individual countries. Detailed and, in some cases, comparable figures indicate for each country its total imports and exports of merchandise, bullion and specie, the distribution of its trade, as regards other countries dealt with and the principal articles and classes of commodities. There are also synoptical tables showing the percentage distribution of each country's imports from and exports to other countries.

XII.—FORTHCOMING LEAGUE MEETINGS.

January 20th.—Ninetieth Session of the Council, Geneva.

January ? —Committee on the Composition of the Council, Geneva.

January 26th.—Special Committee of Experts on Assistance to Indigent Foreigners, Geneva.

January ? —Supervisory Commission, Geneva.

February 3rd.—Sub-Committee for the Sup-

pression of the Activities of *Souteneurs*, Geneva.

April 15th.—Advisory Commission of Experts on Slavery, Geneva.

April 20th.—Traffic in Women and Children Committee, Geneva.

April 27th.—Child Welfare Committee, Geneva.

May 27th.—Permanent Mandates Commission, Geneva.

* Bilingual, in English and French: 364 pages.

PERMANENT COURT OF INTERNATIONAL JUSTICE*

1. SESSIONS OF THE COURT.

The 35th (extraordinary) session of the Court, which opened on October 28th, 1935, was declared closed on December 4th, 1935. This session was devoted to the case concerning the Constitution of the Free City of Danzig (see No. 2 below).

In conformity with Article 27 of the Rules of Court, the ordinary session of 1936 (36th session) will begin on February 1st.

2. CONSISTENCY OF CERTAIN DANZIG LEGISLATIVE DECREES WITH THE CONSTITUTION OF THE FREE CITY (CASE OF ADVISORY OPINION).†

On December 4th, 1935, the Court delivered the Advisory Opinion for which it had been asked by the Council of the League of Nations on the question whether two decrees issued by the Senate of Danzig on August 29th, 1935, and amending the criminal law and procedure of the Free City were "consistent with the Constitution of Danzig, or, on the contrary, violate any of the provisions or principles of that Constitution."

The Court, by nine votes to three, has given the following answer: that the decrees in question are not consistent with the Constitution and that they violate certain provisions and certain principles thereof.

Of the dissenting judges, one (Count Rostworowski), though arriving at the conclusion that the decrees are not in conformity with the Constitution, does so on grounds different from those of the Court. Another (M. Nagaoka) considers that no question as to the consistency of the decrees with the Constitution arises; such a question could only arise in connection with a judgment rendered in application of the decrees. Lastly, M. Anzilotti takes the view that the Court should have refused to give the opinion asked for.

In its Opinion, the Court observes in the first place that though, in order to give the opinion for which it is asked, it must examine the domestic legislation of the Free City, including the Constitution of Danzig, the problem submitted to it nevertheless contains an international element resulting from the fact that the Constitution is placed under the guarantee of the League of Nations.

The question had been brought before the Council by the High Commissioner of the

League of Nations at Danzig, who had himself received a petition from three political parties at Danzig, other than the national socialist party which is in power. In the contention of the petitioners, the amendments made by the impugned decrees in the Danzig Criminal Law open the doors wide to arbitrary decisions and violate two articles of the Constitution of the Free City.

The Court points out that any inconsistency between the decrees—which have been issued by the Senate under a law empowering it to legislate by decree within certain very wide limits—may be due either to inconsistency between the terms of the decrees and the articles or principles of the Constitution, or to the fact that the decrees overstep the limits of the powers given to the Senate or to the fact that the law conferring these powers may itself be contrary to the Constitution.

Observing, in the first place, that what it has to examine is whether the decrees as they stand are necessarily in conflict with the Constitution so that they cannot be applied without violating it, and in the second place, that if any article or principle of the Constitution is violated by the decrees, that will suffice to show that the latter are not consistent with it, the Court proceeds to consider the question from the point of view of the contents of the decrees.

Examining the decrees, the Court finds that they replace the rule previously in force at Danzig—to the effect that an act was punishable only if the penalty applicable to it were prescribed by a law in force before the commission of the act—by a rule to the effect that an act is also punishable, even if there is no particular penal law applicable to it, if it deserves punishment according to the fundamental idea of some penal law and according to sound popular feeling. The Court, analysing this innovation, arrives at the conclusion that, under the system inaugurated by the decrees, what will be applied will not be the text of the law itself—which would be equally clear both to the judge and to the accused—but what the judge, in his own judgment, believes to be in accordance with the fundamental idea of the law and with sound popular feeling. Thus a system under which the criminal character of an act and the penalty attached to it are known to the judge alone replaces a system in which this knowledge was equally open to both the judge and the accused. Moreover, opinion as to what is condemned by sound popular

* This Chapter has been compiled on the basis of information furnished by the Registry of the Court.

† See Monthly Summary, 1935, Vol. XV., No. 11, page 314.

feeling—a very elusive standard—will vary from man to man.

Proceeding next to analyse the Danzig Constitution, the Court lays stress on certain principles emerging from it. In the first place, according to its Constitution, the Free City is a *Rechtsstaat* (State governed by the rule of law); secondly, the Constitution provides for a series of fundamental rights the free enjoyment of which it guarantees within the bounds of the law; the Danzig Constitution even lays very special emphasis on the importance and inviolability of the individual liberties which ensue from these fundamental rights. These liberties are not all absolutely unrestricted; but they can only be restricted by law. This, in the view of the Court, involves the consequence that the law itself must define the conditions in which such restrictions of liberties are imposed; for if a law could simply give a judge power to deprive a person of his liberty, without defining the circumstances in which his liberty might be forfeited, it could render entirely nugatory the guarantees provided in certain articles of the Constitution.

Lastly, comparing the results of its analysis of the decrees in question and of the Constitution, the Court finds that, so far from supplying the limitation required by the Constitution, the decrees empower a judge even to punish an act not prohibited by law, provided that he relies on the fundamental idea of a penal law and on sound popular feeling. They transfer to the judge, therefore, an important function which the Constitution intended to reserve to the law. The Court recognises that a criminal law sometimes and within certain limits leaves the judge to determine how to apply it; but it considers that, in the present case, the discretionary power is too wide to allow of any doubt but that it exceeds these limits. The Constitution treats the problem of the repression of crime from the standpoint of the individual, whom it aims to protect against the State; the decrees, on the other hand, treat the problem from the standpoint of the community, their aim being to protect the latter against the criminal.

The Court therefore arrives at the conclusion that the decrees are not consistent with the guarantees provided by the Constitution for the fundamental rights of individuals.

3. THE LOSINGER ET CIE. CASE (SWITZERLAND V. YUGOSLAVIA).*

The Yugoslav Government has appointed as its agent before the Court the Yugoslav Minister

in London, who is also accredited to The Hague.

By an Order made on December 11th, 1935, the President of the Court has fixed January 15th and February 17th as the respective dates of expiration of the time-limits for the presentation of the Memorial by the Swiss Confederation and of the Counter-Memorial by the Yugoslav Government; he has left the time-limits for the presentation of the Reply by the Swiss Confederation and of the Rejoinder by the Yugoslav Government to be fixed by an Order subsequently to be made.

4. THE PAJZS, CSÁKY AND ESTERHÁZY CASE (HUNGARY V. YUGOSLAVIA).

On December 6th, 1935, the Court received from the Hungarian Government an Application instituting proceedings against the Yugoslav Government. This Application invokes, in particular, the jurisdictional clauses in the Agreements II and III, signed at Paris on April 28th, 1930 (Agreements concerning Hungary's financial obligations in virtue, *inter alia*, of the Treaty of Peace signed at Trianon with that State on June 4th, 1920); it relates to three awards, delivered on July 22nd, 1935, in which the Hungaro-Yugoslav Mixed Arbitral Tribunal declared that it had no jurisdiction in the Pajzs, Csáky and Esterházy cases.

The Hungarian Government's Application was immediately communicated by the Registry to the Yugoslav Government; it has also formed the subject of the other communications prescribed by the Statute and the Rules of the Court.

The Hungarian Government has appointed as its Agent before the Court M. Ladislas Gajzago, Envoy Extraordinary and Minister Plenipotentiary, and as judge *ad hoc* to sit in the Court M. Guillaume Paul de Tomcsanyi, former Minister of Justice, professor at the University of Budapest. The Yugoslav Government has appointed as its Agent before the Court the Yugoslav Minister in London, who is also accredited to The Hague.

By an Order made on December 12th, 1935, the President of the Court has fixed as follows the time-limits for the presentation by the parties of the documents of the written proceedings in this case:

For the Memorial by the Hungarian Government, January 10th, 1936.

For the Counter-Memorial by the Yugoslav Government, February 24th, 1936.

For the Reply by the Hungarian Government, March 24th, 1936.

* See Monthly Summary, 1935, Vol. XV., No. 11 page 314.

For the Rejoinder by the Yugoslav Government, April 28th, 1936.

5. STATUTE OF THE COURT.

M. Enrique Ruiz Guinazu, Envoy Extraordinary and Minister Plenipotentiary of the Argentine Republic to the Swiss Federal Council, signed on December 28th, 1935, on behalf of his Government :

The Protocol of Signature of the Permanent Court of International Justice (Geneva, December 16th, 1920) ;

The Protocol of Revision of the Statute of the Permanent Court of International Justice (Geneva, September 14th, 1929).

At the same time he signed the following declaration recognising the jurisdiction of the Court as laid down in Article 36 of the Statute :

" On behalf of the Argentine Republic and subject to ratification by the National Congress,

I recognise as compulsory *ipso facto* and without special agreement, in relation to any other Member of the League of Nations or State accepting the same obligation—that is to say on condition of reciprocity—for a period of ten years from the deposit of the instrument of ratification, the jurisdiction of the Permanent Court of International Justice in conformity with Article 36, paragraph 2, of its Statute, for all disputes that may arise after the ratification of the present declaration, in regard to situations or facts subsequent to the said ratification, save in cases where the parties have agreed or may agree to have recourse to another means of pacific settlement."

The present declaration does not apply :

1. To questions already settled.
 2. To questions which are recognised by international law to fall within the local jurisdiction or the constitutional prerogative of each State.
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